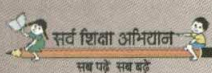


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Elementary Education in Unrecognised Schools in India

A Study of Punjab based on
DISE 2005 Data

Arun C. Mehta



National Institute of Educational Planning and Administration
17-B, Sri Aurobindo Marg, New Delhi-110016

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The data presented and indicators constructed in this document are entirely based upon the data as received from the Office of the State Project Director, Sarva Shiksha Abhiyan, Punjab as on 30th September 2004. The views expressed are those of the author.



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Foreword

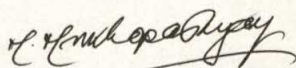
For the last several years, NIEPA has been actively involved in strengthening the Educational Management Information System (EMIS) in the country. In this regard, it has widely disseminated educational data on scores of variables through District and State Report Cards, and Analytical Reports, all of which are confined to data from the recognized schools only. In the absence of data from the unrecognised sector, true picture of universalisation of elementary education can never be obtained.

A number of studies are available on private aided and unaided schools but hardly any study is available on private unrecognised schools that impart elementary education. It is perhaps for the first time that an intensive study of unrecognised elementary schools in India has been undertaken in Punjab which is unique in terms of number of schools covered, the type of data collected, and the nature of indicators analysed.

I am happy to note that Punjab has become the first state in the country in extending coverage of DISE to its unrecognised schools too and collected data for 2005 in a record period of less than six months. I am confident that other states will follow suit and undertake similar studies to assess contribution of private unrecognised sector towards universalisation of elementary education.

Many findings of the present study are revealing and I am confident that the study will play pivotal role in formulating policy for unrecognised sector. In view of the SSA goals, we cannot afford to ignore unrecognised schools any more. The present study has provided basic information about unrecognised schools not known earlier which can be of immense value in formulating policy towards unrecognised schools.

I thank Dr Arun C Mehta and his team for having undertaken this important study which has wider implications.



Marmar Mukhopadhyay
Director

National Institute of Educational Planning and Administration
New Delhi

A STUDY OF PUNJAB
BASED ON DISE 2005
DATA

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Supplemental Material
Chapter 10: The History of the United States

Chapter 10: The History of the United States

Chapter 10

Chapter 10

The history of the United States is a story of a nation that has grown from a small colony of settlers to a global superpower. The story begins with the first European settlers in the early 17th century, who came to the New World in search of new opportunities and a better life. Over the years, the United States has experienced a series of major events, including the American Revolution, the Civil War, and the two World Wars. These events have shaped the nation's identity and its role in the world.

The United States has a rich and diverse cultural heritage, with people from many different backgrounds and ethnicities. This diversity has been a source of strength and innovation for the nation. The United States has also been a leader in many fields, including science, technology, and the arts. The nation's history is a testament to the power of the American dream and the values of freedom, democracy, and equality.

The United States has a long and proud history of leadership in the world. From its early days as a small colony to its current status as a global superpower, the United States has always been a nation that has stood for the values of freedom, democracy, and equality. The United States has been a leader in many fields, including science, technology, and the arts. The nation's history is a testament to the power of the American dream and the values of freedom, democracy, and equality.

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I am grateful to the Shri Anurag Agarwal, State Project Director, SSA Punjab, for taking initiative in extending coverage of DISE to the unrecognised schools in the state and providing data without which the present study never would have been initiated.

Collecting data from private schools and that too from unrecognised ones, is not an easy task. The DMS incharges of the seven districts of Punjab deserve special thanks in this regard. In particular, I am thankful to the Assistant Manager (MS), District Project Coordinators, Assistant Project Coordinators, Computer Programmers, the Block and Cluster Resource Centre Coordinators, Data Entry Operators and all others who facilitated collection of data in such a short time.

I am extremely grateful to Dr Geeta Gandhi Kingdon, Centre for the Study of African Economics, University of Oxford, UK, for providing valuable inputs which helped immensely in improving quality of presentation.

Ms Kumud Bansal, Secretary in the Department of Elementary Education & Literacy, MHRD, and her team has always been a source of great inspiration; I am grateful to them all.

I record my thanks to Prof Mamon Mukhopadhyay, Director NEIPA, for his encouragement, and the DISE Project Team at NEIPA, for their able assistance. I take this opportunity in also thanking the Publication Unit of NEIPA specially Mr. Pramod Rowat and Mr. Jai Prakash for bringing out the present publication in a short time.

I am confident that more studies on unrecognised schools will be initiated in the year that follows. I hope that this publication will be of value to education planners, policy formulators and researchers.

Suggestions are most welcome.

July 2005
New Delhi

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Abbreviations

AIES	All India Education Survey
ASR	Apparent Survival Rate
B Ed	Bachelor of Education
BRC	Block Resource Centre
CRC	Cluster Resource Centre
DISE	District Information System for Education
DPEP	District Primary Education Programme
EGS	Education Guarantee Scheme
EMIS	Educational Management Information System
GER	Gross Enrolment Ratio
GPI	Gender Parity Index
HH	Household
Hr. Sec	Higher Secondary
JBT	Junior Basic Teacher
M Ed	Master of Education
M Phil	Master of Philosophy
MHRD	Ministry of Human Resource Development
NCERT	National Council of Educational Research and Training
NIEPA	National Institute of Educational Planning and Administration
NSSO	National Sample Survey Organisation
PG	Post Graduate
Ph D	Doctor of Philosophy
PTR	Pupil Teacher Ratio
SC	Scheduled Castes
SCR	Student Classroom Ratio
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribes

UEE

Universal Elementary Education

UNICEF

United Nations International Children's Emergency Fund

UPE

Universal Primary Education

UTs

Union Territories

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DISTRICT
 RECOGNISED
 UNRECOGNISED
 TOTAL

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Executive Summary

1. Indicators, such as gross and net enrolment ratios based upon the data collected only from the recognised schools, present only half the picture of universalisation of education which is true for both Primary and Upper Primary levels of education. Unless such data concerning unrecognised schools is also available, a realistic picture of universalisation can never be obtained. Punjab has thus extended the coverage of DISE to the unrecognised schools' functioning in the state. The present study is based on the data received from seven of the districts of Punjab as on 30th September, 2004. The study is unique in nature with reference to the number of schools covered and the type of data collected and analysed. The data on the unrecognised schools is based on the information collection and provided by the Cluster Resource Centre Coordinators. The main objectives of the present study are to examine the pattern and number of unrecognised schools and enrolment in them. To realise these objectives, a variety of indicators were constructed and analysed.

2. The school and teacher related indicators reveal that unrecognised schools differ from recognised schools mainly in the following aspects:

- ◆ Unrecognised schools are less rural than the recognised schools.
- ◆ Unrecognised schools have slightly higher percentage of co-educational schools than the recognised schools.
- ◆ Unrecognised schools are generally more than one-teacher schools compared to recognised schools, which relatively have more single-teacher schools.
- ◆ Unrecognised schools have more favourable student-classroom and pupil-teacher ratios than the recognised schools.
- ◆ Unrecognised schools have a much greater percentage of female teachers than the recognised schools.
- ◆ Teachers in the unrecognised schools are better qualified than the teachers in the recognised schools.
- ◆ Majority of the teachers in the unrecognised schools do not possess any professional qualification.

- ◆ The percentage of English medium unrecognised schools is much higher than the percentage of recognised schools.
 - ◆ Unrecognised schools do not have provision for in-service training of teachers, whereas more than half of the recognised school teachers had received in-service training during the previous year.
3. With regard to facilities in unrecognised schools, it is observed that:
- ◆ Unrecognised schools have more pre-primary sections attached to them than the recognised schools.
 - ◆ School facilities are generally better in unrecognised schools than in the recognised ones; and
 - ◆ Average number of instructional rooms, good condition rooms, single-classroom schools, average number of teachers, computer in schools, common and girl's toilet, electricity connection, drinking water facility etc. such aspects are more favorable in the unrecognised schools than in the recognised schools.
4. Enrolment indicators reveal that:
- ◆ A large number of children are enrolled in unrecognised schools, their number is more than 37 per cent of the total enrolment in recognized schools.
 - ◆ Share of enrolment in unrecognised schools in the total enrolment in recognized and unrecognised schools is as high as 26 percent
 - ◆ Against every three students enrolled in recognized schools, more than one is enrolled in unrecognised schools.
 - ◆ Percentage of boys' enrolment in unrecognised schools is much higher than the girls' enrolment.
 - ◆ Compared to GPI of 0.88 in elementary enrolment in recognized schools, the same in unrecognised schools is low at 0.68.
 - ◆ For every 100 boys, there are only 68 girls enrolled in unrecognised schools.
 - ◆ Percentage of enrolment in Grade I in total Primary enrolment is a bit higher for unrecognised schools than for the recognised schools.
 - ◆ Average enrolment in unrecognised schools is higher than in recognized schools.
 - ◆ A good number of recognized and unrecognised schools have a strength of enrolment below 50 students.

- ◆ Of the total SC enrolment, 9.25 per cent are enrolled in unrecognised and 90.75 per cent in recognized schools.
- ◆ More than 37 per cent of the total 947 thousand out-of-school children (6-14 year group) are enrolled in unrecognised schools.
- ◆ Against a GER of 51.73 the corresponding GER based on enrolment in both the recognized and the unrecognised schools is 66.27.
- ◆ A large number of children repeat Primary and Upper Primary grades both in recognized and unrecognised schools. Majority of the children repeat because of failure.
- ◆ Percentage of children passing out terminal Grade V and Grade VIII with 60 per cent and above marks is higher in unrecognised schools than in recognized schools.

5. The analysis presented reveals beyond doubt that a large number of unrecognised schools function across the seven districts of Punjab. It may also be true for the remaining districts of Punjab as well as most other parts of the country. Facility-wise, most unrecognised schools are at par or even better than the recognised schools. There is no reason why all such schools cannot be recognised. This leads to the moot question why do these schools choose to remain unrecognised ones. Is it to avoid responsibilities or because of economic reasons that they prefer to remain unrecognized? Any one can open a school with or without permission. It is rather economical, bereft of any responsibility, and requires little investment to open a school. It may be because of medium of instructions that parents prefer unrecognised schools to recognised schools; unrecognised schools, particularly in rural areas, are in great demand. Perhaps an other most important reason for the unrecognised schools not seeking recognition is to avoid conditions prescribed by the administration with reference to qualification, training and pay structure of teachers, curriculum, medium of instructions and textbooks. It is also equally important to note that parents prefer private schools to government schools, and enrolment is gradually shifting from government to private schools; all these need further probe and investigation.

6. The effort made by the SSA Punjab negates the general perception that data about unrecognised schools cannot be collected. However, collecting information from all such schools annually is really a challenging task. Evidence suggests that even recognised private schools do not happily provide information. They generally suspect that information collected will be used in taking action against them. The unrecognised schools should therefore be given promise of anonymity which should be respected totally. Confidence-building measures over time will help in convincing unrecognised

managements. So far, hardly any attempt has been made to convince unrecognised schools.

7. In view of a large number of unrecognised schools, it seems that government list of private unaided schools is an incomplete one and hence, needs revision. In many states, registration and recognition of private unaided schools is not mandatory. Therefore, officials have no way of knowing their numbers. The states should widely disseminate provisions for recognition and should make concerted efforts in bringing all the eligible unrecognised schools under recognition fold. Before that, the states should obtain other relevant information from all such schools. To begin with, the list of all such schools in seven districts of Punjab is already available in a ready-to-use form. Let the states initiate special drives so that all unrecognised schools are registered. The Union Government should, therefore, encourage and guide the states to initiate activities in this direction. It should have a clear-cut policy in this regard. Media, both print and electronic, can play an important role in bringing unrecognised schools to recognised fold.

8. While developing elementary education plans, enrolment in recognised as well as unrecognised schools should be considered. There is no alternative but to consider and collect information from all schools imparting elementary education, including unrecognised ones. Some mechanism has to be developed to collect information from all unrecognised schools. Till such time, planning exercise in its present form will be of limited use and will be treated as incomplete.

Chapter 1

Introduction and Framework of Study

Background

For successful implementation and monitoring of any programme concerning elementary education or of programme like, *Sarva Shiksha Abhiyan* (SSA), effective monitoring framework and Efficient Management Information System (EMIS) are essential. So far as strengthening of the EMIS is concerned, a number of efforts were made in the past, but efforts made under the District Primary Education Programme (DPEP) initiated in 1994 are the most sincere and significant ones. The Government of India realised that information system is highly aggregated in nature and as such there is need to develop a computerized information system with school as its unit of data collection. In view of this, the Government of India, NIEPA and UNICEF developed District Information System for Education (DISE), which is now in operation in more than 539 districts across 25 States and UTs of the country. Comprehensive data on all the four components of Universal Elementary Education is now available from school to cluster, block, district, state and national levels. School Progress Report Cards are being fed back to all the schools covered under DISE.

The unit of data collection under DISE is school, and district is the main unit of dissemination. The frequency of data collection is once per annum and September 30 each year is the date of reference. All the recognised schools, irrespective of the school type imparting elementary education, are covered under DISE which includes schools run by the Government as well as private managements. Government managements include the

Departments of Education, Tribal and Social Welfare Departments, and Local Bodies; and private managements run schools include the Private Aided and Unaided schools. In addition, there are other managements also which are neither covered under the Government nor under private managements. At present there is no provision of data collection from the unrecognised schools which are quite large in number across the country. The unrecognised schools do not fall under the category of Private Aided or Private Unaided schools. Since these schools are not recognised, Government does not maintain list of all such schools. Therefore, they do not form part of the annual collection of statistics. However, collecting information from all such schools annually is really a challenging task, if not impossible. So far, no significant efforts have been made to collect information on the unrecognised schools, despite the fact that Constitution provides for free and compulsory education to all children up to the age of fourteen years. Unless comprehensive information about all children, in school or out-of-school, is available, the existing status and progress made on different aspects of universalisation can not be assessed truly.

Indicators, such as gross and net enrolment ratios based upon the data collected only from the recognised schools, do not present the true picture of universalisation of education which is true for both the Primary and the Upper Primary levels of education; however, the household survey data does that. Apart from the unrecognised schools, Education Guarantee Schools (EGS) are also largely not covered under the DISE because of their nature. EGS and other types of alternative schools are not treated at par with the formal schools mainly because of the classes they have and duration of the classroom transactions. However, states such as Madhya Pradesh and Rajasthan extended coverage of DISE to Education Guarantee Schools. Needless to mention that recently both these states have opened a large number of such schools. Since classroom transaction in the EGS is about four hours per day in Rajasthan, these are treated at par with the formal schools, and hence included in the DISE.

The estimate of the out-of-school children, based on enrolment data from the recognised schools only, has some serious limitations. (For example, for primary level, it can be estimated by subtracting enrolment in Primary Grades I-V of age 6-11 in a year from the corresponding age-specific

population i.e. 6-11 years). A few children who are not enrolled in the formal recognised schools may be enrolled in the unrecognised schools. Thus, unless coverage is extended to the unrecognised schools, realistic estimate of the out-of-school children can never be obtained. Like other sources (MHRD & All-India Education Survey), the mandate of DISE is also to cover and collect data only from the recognised schools. Therefore, it is not possible from the DISE data to obtain the number of unrecognised schools and enrolment in such schools. In addition, EGS and other alternative schools are also not presently covered under the DISE. However, a separate MIS is being developed for EGS, Data Capture Format and Data Input Module of which have been developed and provided to a few states for try outs. Once this separate MIS is developed, it would be possible to integrate the same with the DISE data. However, there is no proposal to extend the coverage of DISE to the unrecognised schools, mainly because of the fact that collecting data from such schools in general and private recognised ones in particular, is really difficult. Efforts being made to cover all such schools are expected to be reflected in the DISE data in the years that follow. Despite all such limitations, information from as many as 9,31,471 schools imparting elementary education across 539 districts spread over 25 States & UTs was collected during the year 2004, of these schools, 1,25,842 schools are private recognised ones.

Review of Literature

A number of studies have been conducted on the recognised private (aided and un-aided) schools but hardly any comprehensive study particularly on the unrecognised schools is available. Of the few studies that were made in the past to estimate the number of unrecognised schools and enrolment in these schools, one such study was recently conducted in the four DPEP districts of Haryana (Aggarwal, 2000) but it was confined to primary education only. The study revealed that enrolment in the unrecognised schools constituted around 30 per cent of the enrolment in the formal recognised primary schools spread over four sample districts of Haryana, namely Sirsa, Hissar, Kaithal and Jind. However, it failed to collect comprehensive information on facilities in such schools.

Recently, under the aegis of the *Sarva Shiksha Abhiyan* programme a number of states across the country conducted household sample surveys. One of the main objectives of these surveys was to collect information on out-of-school children; their number and reasons of their being out-of-school. Information about all children of the age group 6-14 years irrespective of whether they attended recognised or unrecognised school, was collected but no specific information as such was collected on the unrecognised schools. In addition, the Government of India has recently launched a nation-wide household survey to estimate out-of-school children. Results of this survey are eagerly awaited. The National Sample Survey Organisation (NSSO) also estimated attendance rate, both in case of the recognised and unrecognised schools under its 55th round. However, a major landmark in collecting information about unrecognised schools was established in 1973 when it was decided to collect information about all such schools during the third All India Educational Survey. But because of various reasons, complete information from all such schools couldn't be collected. Again, an attempt was made during the Sixth Survey but the coverage was limited only to the unrecognised schools located in the rural areas. The information collected on the unrecognised schools, as on 30 September, 2002 during the Seventh Survey, is eagerly awaited.

Objectives

Realizing the limitations of the data and importance of the unrecognised schools, a few states have initiated collection of information from such schools. Perhaps Punjab is the first state in the country which has made significant initiatives in this direction. The state has extended the coverage of the DISE to its unrecognised schools that impart Elementary Education and collected data by using the DISE format as on 30th September, 2004. The present study is entirely based on this rich database (seven districts and 2,640 unrecognised schools) with the following as its main objectives:

- ◆ To study the pattern and number of unrecognised schools in Punjab
- ◆ To study the pattern of enrolment in unrecognised schools and its share to total enrolment; and

- ◆ To study a variety of school, enrolment and teacher-based indicators in case of the unrecognised schools and compare the same with those of the recognised schools

In view of the large number of unrecognised schools from which data is collected and the variety of information that is made available on such schools, the present study is perhaps the only study that presents comprehensive analysis on all aspects of universalisation not known earlier.

To realize the above objectives, the following variables/indicators are analysed for an individual district as well as aggregate of the 7 districts. Most of the indicators are presented separately in case of the recognised as well as unrecognised schools:

- ◆ Number of schools by category
- ◆ Number of schools by management
- ◆ Number of schools by type of school
- ◆ Number of schools by location
- ◆ Number of schools by year of establishment
- ◆ Number and percentage of English Medium schools
- ◆ Number of instructional days
- ◆ Pupil-teacher ratio by school management
- ◆ Average number of teachers by management
- ◆ Average enrolment by management
- ◆ Percentage of repeaters to total enrolment
- ◆ Percentage distribution of repeaters by reasons of repetition
- ◆ Average number of classrooms by management
- ◆ Enrolment in recognised and unrecognised schools
- ◆ Percentage of enrolment in unrecognised schools to total enrolment
- ◆ Schools by type of building and management
- ◆ Schools without building by management
- ◆ Percentage of schools by type of drinking water facility
- ◆ Percentage of schools having common toilet
- ◆ Percentage of schools having toilet for girls

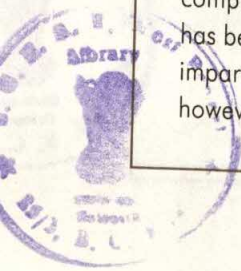


- ◆ Percentage of schools having electricity connection
- ◆ Percentage of schools having computers
- ◆ Percentage of schools arranged medical check-up
- ◆ Percentage of single-teacher schools by management
- ◆ Percentage of single classroom schools by management
- ◆ Percentage of SC and ST enrolment to total enrolment
- ◆ Percentage distribution of teachers by academic qualifications
- ◆ Percentage distribution of teachers by professional qualifications
- ◆ Percentage of teachers received in-service training
- ◆ Educational level of teachers teaching English and Mathematics
- ◆ Distribution of teachers and percentage of female teachers
- ◆ Percentage distribution of enrolment by school category
- ◆ Apparent survival rate
- ◆ Examination results

Brief analysis each of above indicators is presented below. Graphic presentations of a few indicators are also presented. In addition, media clippings on unrecognised schools are also presented where necessary and available.

The Database

The present study is entirely based on the data collected and received from the Office of the State Project Director SSA, Punjab. In-depth analysis in case of seven out of the total seventeen districts of Punjab is presented. Only seven districts have reported data in case of the unrecognised schools. The data was recorded as on September 30, 2004 i.e. year 2004-05. The districts are Kapurthala, Jalandhar, Nawanshahr, Ludhiana, Muktsar, Bathinda and Patiala. Though only district-specific indicators are analysed in the present study, if needed block-specific indicators can also be obtained across these seven districts. Even school specific information can also be extracted. Perhaps, it is for the first time that such a comprehensive information from a large number of unrecognised schools has been collected. However, the coverage confines only to schools that impart elementary education, irrespective of the school type. It may, however, be noted that despite a large number of unrecognised schools



from which data has been obtained, a few schools may remain uncovered. This is mainly because of the fact that readymade list of the unrecognised schools is not available. Schools are approached for data collection based on the information of the Coordinator of Cluster Resource Centre. It is quite possible that a few schools were approached but they didn't supply the data. In addition, a few schools agreed to provide information but they didn't furnish the complete information. This is quite natural as obtaining data from the recognised private schools too is not a simple task. A large number of such schools are yet to be covered under the DISE. Despite all such limitations, the information collected, presented and analysed gives enough evidence about the unrecognised schools and available facilities in such schools.

Chapter 2

School and Teacher Related Indicators

Number of Schools

The district-specific number of schools distributed by type of management reveals that data from as many as 24,601 schools, including the unrecognised schools, reported DISE data for the year 2004-05. Further, it has also been observed that only seven out of the seventeen districts of Punjab reported data in case of the unrecognised schools. Therefore, remaining districts are taken out of the analysis and indicators pertaining to only these seven districts are presented. These districts are Kapurthala, Jalandhar, Nawanshahr, Ludhiana, Muktsar, Bathinda and Patiala.

Table 2.1 presents the total number of schools imparting elementary education in the seven districts of Punjab in 2005. The total number of schools that reported data is 10,673 of which 2,640 are unrecognised schools. As has already been mentioned, the schools that reported data pertains to only seven districts of Punjab. Thus the actual number of the unrecognised schools in Punjab, both in the absolute and percentage terms, should be much higher than the one presented above (Table 2.1). Patiala district reported the highest number of unrecognised schools (656 schools) and Ludhiana district reported the lowest at 253 schools.

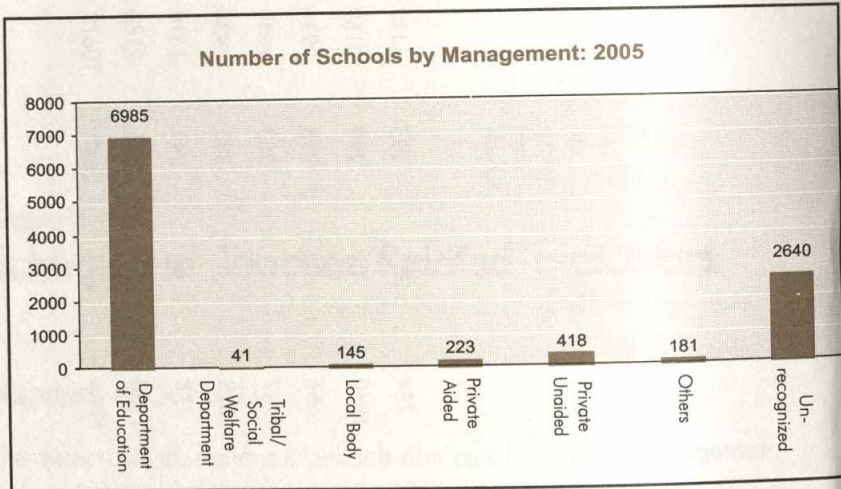
The percentage of unrecognised to the total number of schools is as high as 24.83. This reveals that one in every four schools in seven districts of Punjab is an unrecognised school or for every 100 recognised schools, there are at least 25 unrecognised schools. The ratio in Jalandhar and Ludhiana districts is as high as 6:1 and 7:1 respectively, which suggests

Table 2.1

Number of Schools by Management: 2005

District	Deptt. & Edn.	Tribal Social Welfare Deptt.	Local Body	Private Aided	Private Unaided	Others	Total Recog- nised Schools	No Res- ponse	Total un- Recog- nised Schools	Grand Total
Kapurthala	752	0	0	19	7	6	784	38	295	1117
Jalandhar	1467	10	44	94	134	111	1860	0	299	2159
Nawanshahr	631	2	3	12	5	3	656	0	258	914
Ludhiana	1531	23	90	48	55	40	1787	0	253	2040
Muktsar	515	3	1	7	68	4	598	0	338	936
Bathinda	625	0	3	10	137	3	778	0	541	1319
Patiala	1464	3	4	33	12	14	1530	2	656	2188
All Districts	6985	41	145	223	418	181	7993	40	2640	10673

Figure 2.1



Hard Way to Learn

According to Social Jurist, there are around 10,000 unauthorised schools operating in the capital territory (Delhi) with about six lakh (6,00,000) children studying in them. Several of these schools are for primary and pre-primary children. Many of them hold examinations and issue certificates. There is the added aspect of unrecognised, unregistered feeder schools run by unaided but recognised schools. Some unrecognised schools are run by individuals who have an understanding with certain government, government-aided and recognised private schools for the purpose of public examination.

Unauthorised schools continue to proliferate despite the fact that no school can run without the permission of the Director of Education. The safety norms in these schools can only be imagined. It is the responsibility of the State Government concerned to ensure that unregulated mushrooming of schools does not take place. But in a situation where government agencies have to be goaded into action through court orders, parallel and private systems of education will flourish without any accountability.

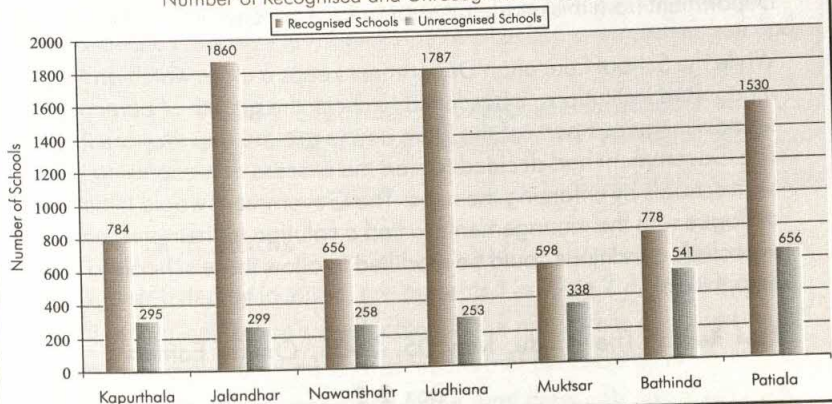
T.K. Rajalakshmi, Frontline, Vol. 21, Issue 17, August 14-27, 2004

that these districts have only a few unrecognised schools compared to the recognised schools they have. Further, it is of interest to observe that Muktsar (36.11 per cent) and Bathinda (41.02 per cent) districts have a very high percentage of unrecognised schools to the total number of schools (recognised & unrecognised). These districts have almost one unrecognised school for every recognised school they have in 2005. In view of a large number of unrecognised schools, it is quite impossible that the district administration is not aware of all these schools. The moot question which still remains unanswered is whether all unrecognised schools are private unaided schools. By logic, they must be because to become aided, a school must be recognised. All government schools must naturally, by definition be the recognised ones. It seems that it is just because of the lack of interest that a large number of schools have remained unrecognised or all such schools are never been approached by the authorities.

Year of Establishment

The distribution of unrecognised schools by the year of establishment shows that the majority of 2,640 unrecognised schools were opened in 1990's (Table 2.2). Only 16.41 per cent unrecognised schools were opened before 1986 and 9.62 per cent between 1986 to 1990. In Muktsar district which has 338 unrecognised schools, 39.88 per cent schools were

Figure 2.2
Number of Recognised and Unrecognised Schools: 2005



opened between 2001-2005, and in Bathinda, the percentage of such schools is as high as 45.44. Incidentally, during the period 2001 to 2005 SSA was initiated and got momentum. As many as 750 schools were opened during the period 2001 to 2005, across the seven districts of Punjab, majority of which are either Primary schools (317 schools, 42.27 per cent) or Elementary schools (295 schools, 39.33 per cent). It is also interesting to note that as many as 131 integrated Higher Secondary schools were also opened during this period. It is a moot question of a Higher Secondary school remaining unrecognized; perhaps it could have forged understanding with a recognised school. It is quite possible that students attend unrecognized schools but for examination purposes they approach nearby recognised schools or appear as private students. It has also been observed that Upper Primary Schools have only a few takers as only 11 such unrecognized schools have so far been opened out of the total 2,640 schools. It is also quite interesting to note that a few unrecognized schools were opened before 1986. It is still more surprising

Over 10,000 Unrecognised Schools Flourishing in State

HYDERABAD: In the absence of a proper mechanism in the School Education Department to check the functioning of all educational institutions, over 10,000 unrecognized schools with student strength of five lakhs are flourishing in the State. The alarming rise in the number of unrecognized schools has prompted the Government to launch a drive to make these institutions obtain recognition from the Education Department from this academic year or face action.

While the School Education Department keeps a close watch on the recognised institutions, it has failed to check the growth of unrecognized schools in various parts of the State on the ground that they are illegal. The Government had decided to start the process of recognising all such schools by enforcing the rules. The Government would initiate a dialogue with the managements to find a solution to their problems. The unrealistic conditions could be modified to allow these schools to seek recognition.

Ravi Reddy, The Hindu, May 05, 2005, Online Edition

Box 2.2

that even after 20 years of functioning, neither they have sought Government recognition nor the Government has approached them, all of which need further investigation.

Table 2.2
Unrecognised Schools by Percentage
Year of Establishment: 2005

District	Before 1986	1986 to 1990	Period 1991 to 1995	1996 to 2000	2001 to 2005
Kapurthala	21.45	13.15	17.30	28.72	19.38
Jalandhar	27.59	12.26	21.46	21.46	17.24
Nawanshahr	23.83	12.50	22.66	23.05	17.97
Ludhiana	24.27	11.30	20.50	23.01	20.92
Muktsar	8.90	5.52	16.26	29.45	39.88
Bathinda	6.27	6.46	13.50	28.33	45.44
Patiala	15.85	9.85	18.77	27.23	28.31
All Districts	16.41	9.62	18.02	26.50	29.45

Trends in Unrecognised Schools

Despite extensive inputs to improve the access, retention and quality of primary education through the DPEP interventions, the number of unrecognised schools is doubling every five years.

If the trend continues, the number of unrecognised schools in the next few years would be roughly 1.5 – 2 times the number of Government/Local Body primary schools.

Excerpts from *Primary Education in Unrecognised Schools in Haryana: A Study of DPEP District*. Aggarwal, Y. P (2000), NIEPA, New Delhi.

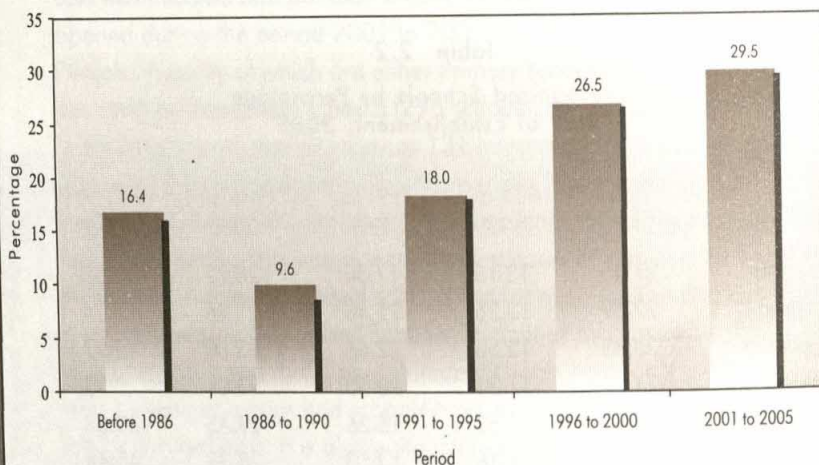
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Location of Schools

Schools, distributed by location, are presented in Table 2.3. More than 83 per cent recognised schools are located in the rural areas compared to 65 per cent unrecognised schools. This means that the majority of unrecognised schools are operating in the rural areas. Six out of ten such

Figure 2.3
Year of Establishment of Unrecognised Schools



schools are located in the rural areas. The percentage of schools located in the rural areas in Nawanshahr district is as high as 81.01 per cent. On the other hand, only 21.07 per cent schools are located in the rural areas in Jalandhar district. This suggests that about 79 per cent unrecognised schools in Jalandhar district are located in the urban areas. Except Ludhiana, and Jalandhar in all other districts, the majority of unrecognised schools are located in the rural areas. The percentage of such schools in Ludhiana district is 48.22 per cent.

All Type of Schools

The type of schools presented in Table 2.4 reveals that almost all the unrecognised schools are co-educational in nature (99.58 per cent). The corresponding percentage in case of the recognised schools is also high at 96 per cent. All the unrecognised schools in Kapurthala, Muktsar, Nawanshahr and Bathinda districts are co-educational schools. Of the total 2,625 unrecognised schools, only 4 are purely girls and 7 purely boys schools. It seems that the co-educational schools are more profitable than the other school types.

Table 2.3

Location of Schools, Rural Areas: 2005

District	No. of Recognised Schools in Rural Areas	Total No. of Recognised Schools	%age of Recognised Schools	No. of un- Recognised Schools in Rural Areas	Total No. of Recognised Schools	%age of Recognised Schools
Kapurthala	697	784	88.90	198	295	67.12
Jalandhar	1504	1860	80.86	63	299	21.07
Nawanshahr	620	656	94.51	209	258	81.01
Ludhiana	1403	1787	78.51	122	253	48.22
Muktsar	490	598	81.94	253	338	74.85
Bathinda	628	778	80.72	406	541	75.05
Patiala	1326	1530	86.67	453	656	69.05
All Districts	6668	7993	83.42	1704	2640	64.55

Table 2.4

Type of Unrecognised Schools: 2005

District	Co-Educational				
	Boys	Girls	Number	% age	Total No. of Schools*
Kapurthala	0	0	292	100.00	292
Jalandhar	5	3	289	97.31	297
Nawanshahr	0	0	258	100.00	258
Ludhiana	2	0	248	99.20	250
Muktsar	0	0	337	100.00	337
Bathinda	0	0	535	100.00	535
Patiala	0	1	655	99.85	656
All Districts	7	4	2614	99.58	2625

* Excluding no-responses.

School Category

The district-specific percentage of the unrecognised schools by school category is presented in Table 2.5. It reveals that there are only a few

independent Upper Primary (0.45 per cent) and Upper Primary (0.95 per cent) attached to Secondary and Higher Secondary unrecognised schools. This is true for all the seven districts included in the analysis.

In the Ludhiana district, not a single Upper Primary school attached to Secondary and Higher Secondary school has been opened, which is also true for independent Upper Primary schools. Nawanshahr and Muktsar districts also do not have any such schools. On the other hand, about 70 per cent of the total unrecognised schools are either Primary (34.43 per cent) or Elementary schools (35.15 per cent). However, the percentage of such schools in Muktsar district is about 85 per cent, and 87 per cent in the Bathinda district. The percentage of primary schools to total unrecognised schools in Bathinda district is as high as 57.30; it is only 21.95 per cent in Patiala district. On the other hand, more than 45 per cent schools in Muktsar district are independent Elementary schools. It has also been observed that one in every three unrecognised schools opened is an integrated Higher Secondary school. The percentage of such schools in the districts of Kapurthala (47.46 per cent), Patiala (37.65 per cent) and Nawanshahr (36.82 per cent) is quite high compared to the same in Bathinda (11.28 per cent) and Muktsar (13.02 per cent) districts.

Fig. 2.4
Percentage of Primary Schools to Total Unrecognised Schools: 2005

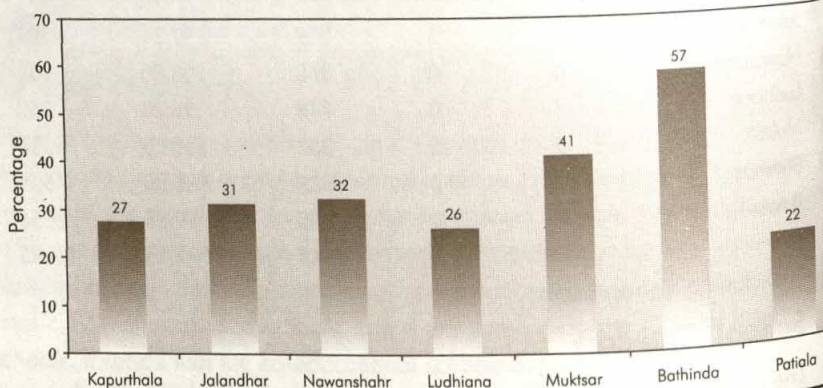


Table 2.5

Percentage of Unrecognised Schools by School Category: 2005

District	Primary only	Primary with Upper Primary	Primary with Upper Primary & Sec./Hr. Sec.	Upper Primary Only	Upper Primary with Sec./Hr. Sec.	Total No. of Unrecognised Schools
Kapurthala	26.78	24.07	47.46	0.68	1.02	295
Jalandhar	30.77	35.45	30.10	1.67	2.01	299
Nawanshahr	31.78	30.62	36.82	0.00	0.78	258
Ludhiana	25.69	39.13	35.18	0.00	0.00	253
Muktsar	40.53	45.27	13.02	0.00	1.18	338
Bathinda	57.30	29.57	11.28	0.37	1.48	541
Patiala	21.95	39.63	37.65	0.46	0.30	656
All Districts	34.43	35.15	29.02	0.45	0.95	2640

School Building

Almost all the recognised as well as unrecognised schools, irrespective of the school type, in Punjab have got a school building. However, all such schools do not have their own building (Table 2.6). The percentage of schools without building is as low as 0.48 and 0.11 per cent respectively in the case of recognised and unrecognised schools. In case of the unrecognised schools, the highest 0.36 per cent schools without building is observed in Jalandhar district. Rest of the districts have negligible number of such schools. Further, it has also been observed that the percentage of schools without building is a bit higher in case of the recognised schools than unrecognised schools which is true for all the districts. Further, it is observed that more than 78 per cent unrecognised schools have got a private and another 18 per cent rented building. The situation in case of the recognised schools is just reverse as more than 82 per cent recognised schools have got a government building and another 12 per cent have a private building. In case of the unrecognised schools, about 28 per cent schools in Nawanshahr and Bathinda district have got rented building, compared to only 5.62 per cent in Muktsar district. More than 93 per cent unrecognised schools have their own building in Muktsar district. Similarly, the majority of unrecognised schools in Kapurthala, Jalandhar, Ludhiana and Patiala districts have got their own building.

The unrecognised schools by status of building in 2005 are presented in Table 2.7. The table reveals that the majority of unrecognised schools in Punjab have got a *pucca* school building as the percentage of such schools is as high as 97 per cent. Almost same percentage of recognised schools have also got a *pucca* building. Therefore, only a few schools, both recognised and unrecognised, have got a *kuchha* and partially *pucca* building. All the unrecognised schools in Nawanshahr, Muktsar and Bathinda districts have got *pucca* building and in the rest of the districts, the percentage of such schools is above 93 per cent.

Table 2.6
Unrecognised Schools by Type of Building: 2005
(In percentage)

District	School Management	Types of School Building				Nb Building
		Private	Rented	Govt.	Govt. School in a Rent Free Building	
Kapurthala	Recognised	4.08	0.77	92.35	2.42	0.38
	Unrecognised	75.95	23.02	1.03	0.00	0.00
Jalandhar	Recognised	18.89	5.88	71.31	3.11	0.81
	Unrecognised	85.46	11.70	2.48	0.00	0.36
Nawanshahr	Recognised	4.12	0.30	91.01	4.42	0.15
	Unrecognised	72.09	27.91	0.00	0.00	0.00
Ludhiana	Recognised	14.01	4.37	77.60	3.40	0.62
	Unrecognised	79.92	19.28	0.80	0.00	0.00
Muktsar	Recognised	12.56	1.68	84.92	0.84	0.00
	Unrecognised	93.20	5.62	1.18	0.00	0.00
Bathinda	Recognised	20.32	4.25	72.78	2.52	0.13
	Unrecognised	69.52	28.38	1.90	0.00	0.01
Patiala	Recognised	4.06	1.05	91.29	3.14	0.46
	Unrecognised	79.94	19.45	0.46	0.00	0.15
All Districts	Recognised	11.82	3.13	81.58	2.99	0.48
	Unrecognised	78.93	19.84	1.12	0.00	0.11

Note: Total may not add to 100 because of rounding of figures & no-responses.

The above analysis clearly indicates that school building is not a problem in unrecognised schools in Punjab. Rather, the same is even better than unrecognised schools.

Table 2.7
Unrecognised School by Status of Building: 2005

District	Partially Pucca		Pucca	
	Recognised	Un-recognised	Recognized	Un-Recognised
Kapurthala	1.27	2.30	98.73	97.70
Jalandhar	1.92	5.06	97.44	93.67
Nawanshahr	1.06	0.00	98.94	100.00
Ludhiana	1.62	1.43	98.11	98.57
Muktsar	0.99	0.00	99.01	100.00
Bathinda	0.56	0.00	99.44	100.00
Patiala	6.67	6.14	92.94	93.86
All Districts	2.10	2.23	97.42	97.08

Average Number of Instructional Rooms

Like school building and other facilities in schools, unrecognised schools too have better facilities in terms of number of instructional rooms also.

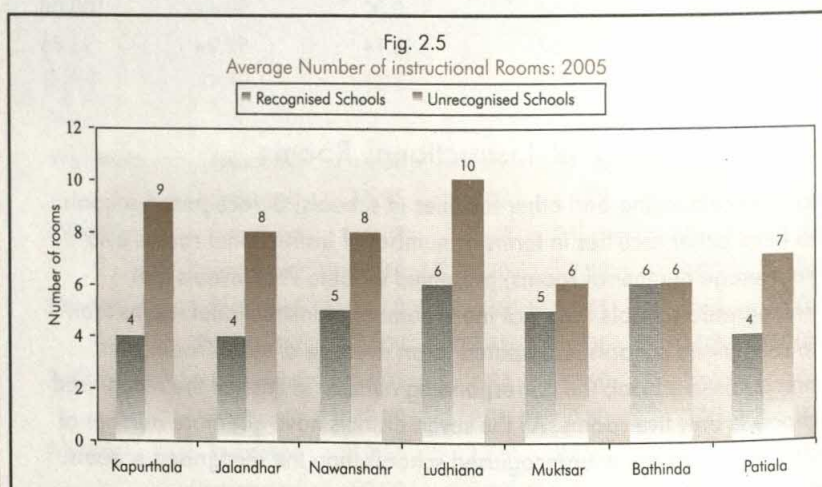
The average number of rooms, presented in Table 2.8, reveals that unrecognised schools have got more number of instructional rooms than the recognised schools. Compared to an average of seven rooms per unrecognised school, the corresponding number in case of the recognised schools is only five rooms. All the seven districts have got more number of instructional rooms in unrecognised schools than the recognised schools. Unrecognised schools in Ludhiana district have on average ten rooms per school compared to six in the recognised schools.

Condition of Classrooms

Condition of classrooms presented in Table 2.9 reveals that the majority of the classrooms are of good condition and only a few of them need either major or minor repairs. This is true for both the recognised and the unrecognised schools. However, unrecognised schools have got a better percentage of good condition classroom schools than the recognised

Table 2.8
Average Number of Instructional Rooms: 2005

District	Recognised Schools	Unrecognised Schools
Kapurthala	4	9
Jalandhar	4	8
Nawanshahr	5	8
Ludhiana	6	10
Muktsar	5	6
Bathinda	6	6
Patiala	4	7
All Districts	5	7



schools. More than 94 per cent classrooms in unrecognised schools are of good condition compared to only 81 per cent in the case of the recognised schools. More than 97 per cent classrooms in unrecognised schools in Bathinda district are of good condition; the lowest 92.30 per cent, is observed in Muktsar district. Only 0.32 per cent classrooms in unrecognised schools need major repairs compared to 3.89 per cent in case of the recognised schools. The corresponding percentages of classrooms that need minor repairs are 5.01 and 15.15 respectively in the

unrecognised and recognised schools. In all the seven districts of Punjab, the percentage of good classroom schools is higher in unrecognised schools than the same in the recognised schools. However the percentage of classrooms that need major and minor repairs which is noticed to be higher in case of the recognised schools.

Fig. 2.6
Percentage of Classrooms need Minor & Major Repair: 2005

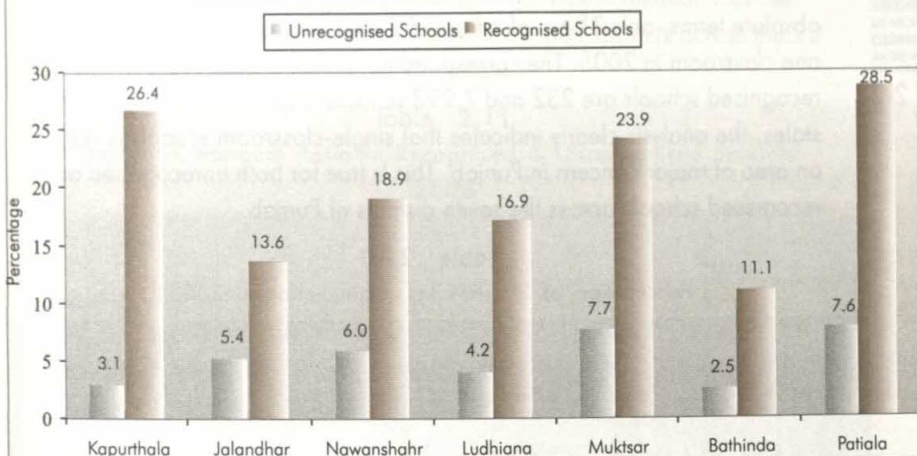


Table 2.9
Condition of Classrooms: 2005

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District	Unrecognised Schools		Recognised Schools			
	Good Condition	Need Major Repairs	Need Minor Repairs	Good Condition	Need Major Repairs	Need Minor Repairs
Kapurthala	96.86	0.22	2.92	73.56	5.48	20.96
Jalandhar	94.63	0.39	4.98	86.43	3.03	10.54
Nawanshahr	94.01	0.58	5.40	81.08	4.93	13.99
Ludhiana	95.77	0.00	4.23	83.11	2.62	14.27
Muktsar	92.30	0.25	7.45	76.06	6.43	17.51
Bathinda	97.50	0.36	2.14	88.91	2.23	8.86
Patiala	92.36	0.40	7.24	71.53	5.46	23.01
All Districts	94.67	0.32	5.01	80.96	3.89	15.15

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Single-Classroom Schools

The percentage of single-classroom schools is presented in Table 2.10. It reveals that almost the same percentage of single-classroom schools exists both in recognised (2.90 per cent) and in unrecognised (2.69 per cent) schools. In Bathinda, the percentage of such schools is as low as 0.92. However, the percentage of single-classroom schools in Jalandhar and Patiala districts is about 5 of the total unrecognised schools. In absolute terms, only 71 out of a total of 2,640 unrecognised schools have one classroom in 2005. The corresponding figures in case of the recognised schools are 232 and 7,993 schools respectively. Unlike other states, the analysis clearly indicates that single-classroom schools is not an area of major concern in Punjab. This is true for both unrecognised and recognised schools across the seven districts of Punjab.

Table 2.10
Percentage of Single-Classroom Schools: 2005

District	No. of Recognised Class Room Schools	Total No. of Recognised Schools	%age Single Class Room Recognised Schools	No. of Un- recog- nised Single Class Room Schools	Total No. of Un- Recognised Schools	%age Single Class Room Un- Recognised Schools
Kapurthala	29	784	3.70	7	295	2.37
Jalandhar	60	1860	3.23	14	299	4.68
Ludhiana	49	656	7.47	3	258	1.16
Nawanshahr	-	-	-	-	-	-
Muktsar	7	1787	0.39	10	253	3.95
Bathinda	6	778	0.77	5	541	0.92
Patiala	62	1530	4.05	32	656	4.88
All Districts	232	7993	2.90	71	2640	2.69

Student-Classroom Ratio

For smooth teaching-learning transaction, it is necessary that adequate sitting space is available in classroom. This can be assessed through the student-classroom ratio presented in Table 2.11. The student-classroom

ratio reveals that unrecognised schools have a fewer children per classroom (18 students) than the same in the recognised schools (26 students). This is also true for all the seven districts of Punjab covered under the present study. In case of the unrecognised schools, the highest 20 students per classroom, is observed in Nawanshahr district and the lowest, 17 students in Ludhiana and Bathinda districts. The analysis clearly indicates beyond doubt that student-classroom ratio is quite favourable in the unrecognised schools. It may also be worth here to mention that the average student-classroom ratio in case of the 539 districts across the 25 States and UTs is 40 students per classroom.

Table 2.11

**Student-Classroom Ratio in Recognised & Unrecognised Schools:
2005**

District	Recognised Schools	Unrecognised Schools
Kapurthala	26	17
Jalandhar	25	21
Ludhiana	21	17
Nawanshahr	26	20
Muktsar	27	19
Bathinda	31	17
Patiala	28	18
All Districts	26	18

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Pupil-Teacher Ratio

Apart from student-classroom ratio, pupil-teacher ratio is another important indicator which ensures smooth classroom transaction. The pupil-teacher ratio presented in Tables 2.12 and 2.13 reveals that unrecognised schools in Punjab have a comfortable pupil-teacher ratio which is true for all types of schools. Further, it has also been observed that all but one district (Jalandhar) have a better PTR in case of the unrecognised schools than the same in the recognised schools. Compared to a PTR of 21:1 in unrecognised schools, the corresponding figure for recognised schools is 30:1. All unrecognised schools together have the highest pupil-teacher ratio in Jalandhar (30:1) and the lowest 17:1, in the Muktsar district.

Fig. 2.7
Student-Classroom Ratio: 2005

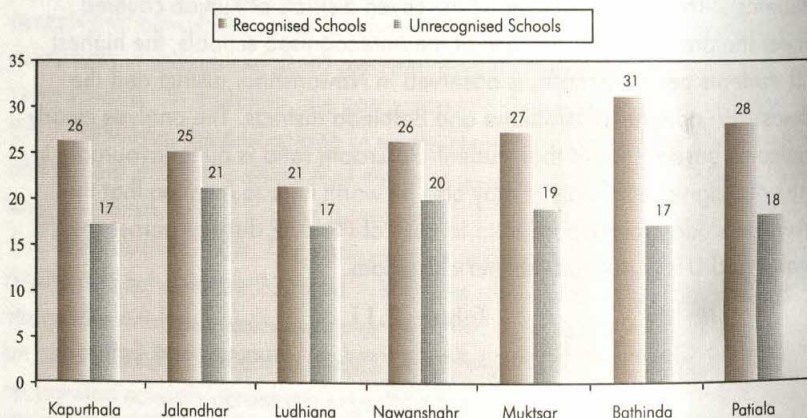


Table 2.12

Pupil-Teacher Ratio in Recognised and Unrecognised Schools: 2005

District	Recognised	Unrecognised
Kapurthala	29	18
Jalandhar	28	30
Nawanshahr	30	24
Ludhiana	29	22
Muktsar	27	17
Bathinda	35	19
Patiala	33	21
All Districts	30	21

Unrecognised schools in other districts also have a comfortable PTR. PTR by school category reveals that integrated Higher Secondary schools have got the highest pupil-teacher ratio (25:1) and the lowest (16:1) is observed in case of the Primary schools. Barring Jalandhar, unrecognised Primary schools across the seven districts of Punjab have got a comfortable pupil-teacher ratio of below 20:1. Data undoubtedly reveals that unrecognised schools are much less crowded than the formal recognised schools which is otherwise a general phenomenon across the country.

Fig. 2.8
Pupil-Teacher Ratio: 2005

■ Recognised ■ Unrecognised

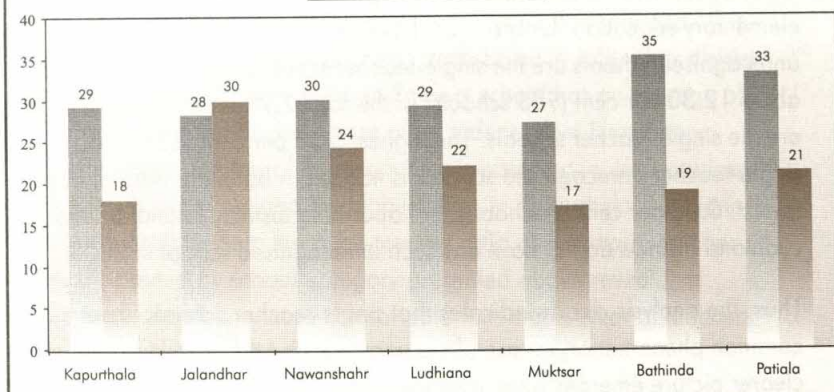


Table 2.13

Pupil-Teacher Ratio in Unrecognised Schools by School Category:
2005

District	Primary Only	Primary with Upper Primary	Primary with Upper Primary & Sec./Hr. Sec.	Upper Primary Only	Upper Primary with Sec./Hr. Sec.	All Schools
Kapurthala	13	14	21	22	12	18
Jalandhar	20	30	35	35	28	30
Nawanshahr	15	19	32	-	52	24
Ludhiana	16	21	24	-	-	22
Muktsar	16	17	21	-	12	17
Bathinda	16	17	29	12	15	19
Patiala	15	18	24	7	0	21
All Districts	16	19	25	19	18	21

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Single-Teacher Schools

In addition to comfortable student-classroom and pupil-teacher ratios, adequate number of teachers in school is another important necessity that every school should have. This is partially reflected in single-teacher schools, presented in Table 2.14. Along with the percentage of single-

teacher schools number of such schools is also presented in Table 14. It is revealed that the number of single-teacher unrecognised schools is much lower than the same in case of the recognised schools that impart elementary education. Only 61 (2.31 per cent) of the total 2,640 unrecognised schools are the single-teacher schools. On the other hand, about 12.30 per cent (983 schools) of the total 7,993 recognised schools are the single-teacher schools. The highest 5.55 per cent (30 schools) single-teacher unrecognised schools is noticed in Bathinda district, and the lowest, 0.68 per cent (2 schools), in Kapurthala district. Jalandhar and Ludhiana districts do not have any such unrecognised school in 2005.

Thus, the analysis clearly indicates that single-teacher schools is not a common phenomenon in case of the unrecognised schools. However, more clearer picture emerges when average number of teachers is analyzed, as presented in Table 2.15.

Table 2.14
Percentage of Single-Teacher Schools: 2005

District	Recognised Schools		Unrecognised Schools			
	Number	Total	% age	Number	Total	%age
Kapurthala	123	784	15.69	2	295	0.68
Jalandhar	179	1860	9.62	0	299	0.00
Nawanshahr	81	656	12.35	3	258	1.16
Ludhiana	185	1787	10.35	0	253	0.00
Muktsar	38	598	6.35	10	338	2.96
Bathinda	59	778	7.58	30	541	5.55
Patiala	318	1530	20.78	16	656	2.44
All Districts	983	7993	12.30	61	2640	2.31

Average Number of Teachers

The average number of teachers in schools that impart elementary education is presented in Table 2.15. The table reveals that unrecognised schools have an average of six teachers which is much above the average of the recognised schools across the country (3.94 teachers per school). Unrecognised schools in Kapurthala and Ludhiana districts have an average of 9 teachers. However, the lowest 5 teachers, is observed in

Jalandhar and Bathinda districts. Further, the average number of teachers by school category reveals that an unrecognised integrated Higher Secondary School has an average of nine teachers. The number of teachers in such schools is as high as 12 in Ludhiana, 11 in Kapurthala and 10 in Muktsar districts. The lowest, 8 teachers, is observed in Jalandhar district. On the other hand, an unrecognised Primary school has an average of four teachers compared to six in case of an independent Elementary school. The lowest number of three teachers is observed in unrecognised Primary schools of Patiala and the highest, five, in Kapurthala, Ludhiana and Muktsar districts. Both the pupil-teacher ratio and average number of teachers distributed by school category presented above reveal that unrecognised schools are more comfortable with the number of teachers than the same in case of the formal recognised schools.

Despite the scheme of Operation Blackboard and other initiatives, the number of female teachers in recognised schools is generally not satisfactory. However, the same is not true in case of unrecognised schools which is analysed below.

Table 2.15

Average Number of Teachers in Unrecognised Schools by School Category: 2005

District	Primary only	Primary with Upper Primary	Primary with Upper Primary & Sec./Hr. Sec.	Upper Primary Only	Upper Primary with Sec./Hr. Sec.	Total No. of Un-recognised schools
Kapurthala	5	8	11	7	9	9
Jalandhar	4	5	8	3	6	5
Nawanshahr	4	6	7	-	6	6
Ludhiana	5	8	12	-	-	9
Muktsar	5	7	10	-	7	6
Bathinda	4	6	9	5	6	5
Patiala	3	6	9	6	8	6
All Districts	4	6	9	5	6	6

Female Teachers

The percentage of female teachers both in the case of recognised and unrecognised schools in 2005 is presented in Table 2.16. As many as 15,380 teachers have been appointed in the unrecognised schools of Punjab of which 80.78 per cent are female teachers. The corresponding percentage in case of the recognised schools is 64.47 (30,492 teachers). About 12,424 female teachers are appointed in unrecognised schools compared to 19,659 in recognised schools. In four out of the seven districts of Punjab, the percentage of female teachers in unrecognised schools is above 80. The percentage of female teachers in the unrecognised schools of Jalandhar district is above 90, compared to only 73 in the recognised schools. Percentage of such schools is also above 85 in Kapurthala and Ludhiana districts. The lowest, 70.72 per cent, is in Muktsar district in case of the unrecognised schools. Further, it is observed that in all the seven districts, the percentage of female teachers is much higher in the unrecognised schools than the same in the recognised schools. Beyond doubt the analysis reveals that female teachers are available in plenty in unrecognised schools. This may be because of the fact that they prefer private to government schools to avoid frequent transfers. In most of the cases they are locals and belong to the same place where private schools are located.

Fig. 2.9
Percentage of Female Teachers

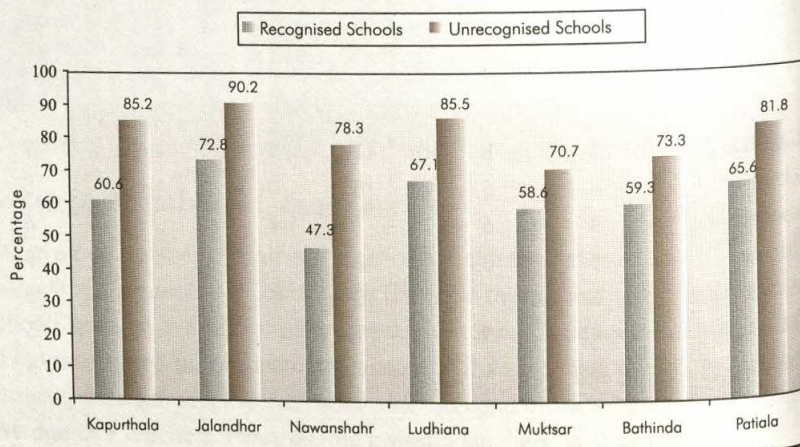


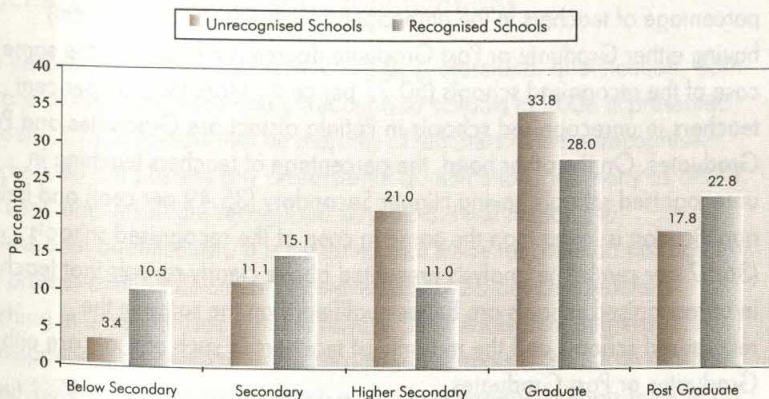
Table 2.16 Percentage of Female Teachers: 2005

District	Female Teachers		Total Teachers			
	Recognised Schools	Unrecognised Schools	Number	%age	Recognised Schools	Un-Recognised Schools
	Number	%age				
Kapurthala	1687	60.62	2207	85.15	2783	2592
Jalandhar	4883	72.84	1278	90.19	6704	1417
Nawanshahr	1022	47.31	1144	78.25	2160	1462
Ludhiana	4958	67.06	1658	85.46	7393	1940
Muktsar	1669	58.58	1222	70.72	2849	1728
Bathinda	1888	59.26	1621	73.25	3186	2213
Patiala	3552	65.57	3294	81.78	5417	4028
All Districts	19659	64.47	12424	80.78	30492	15380

Teachers by Academic Qualifications

The distribution of teachers by academic qualifications both in case of the recognised and unrecognised schools is presented in Table 2.17. About

Fig. 2.10
Percentage of Teachers by Academic Qualification: 2005



12 per cent teachers did not report academic qualification which is true for recognised as well as unrecognised schools. Whatever may be the limitations of the data, it reveals beyond doubt that teachers in the unrecognised schools are better qualified than the teachers in the recognised schools.

Compared to 10.53 per cent teachers in recognised schools having below Secondary qualification, there are 3.42 per cent teachers with similar qualification in the unrecognised schools. This is also true in case of the teachers having qualification up to the Secondary level. On the other hand, the percentage of teachers of unrecognised schools having Higher Secondary qualification is much higher (20.96 per cent) than the same in case of the recognised schools (10.99 per cent). This is also true in case of the teachers having Graduate degrees. About 34 per cent teachers in the unrecognised schools are Graduates, compared to 28 per cent in the recognised schools. About 39 per cent teachers in the unrecognised schools in Patiala are Graduates, compared to 24.31 per cent in Jalandhar which is the lowest amongst the seven districts of Punjab covered in the present study. However, the percentage of teachers in the unrecognised schools (17.78 per cent) having Post Graduate degree is a bit lower than the same in the recognised schools (22.82 per cent). About 20 per cent teachers in the unrecognised schools in Kapurthala and Patiala districts are Post Graduates. Interestingly, a few teachers teaching in unrecognised schools are even M.Phil and Ph.D degree holders. The percentage of teachers in the unrecognised schools (51.59 per cent) having either Graduate or Post Graduate degree is higher than the same in case of the recognised schools (50.77 per cent). More than 61 per cent teachers in unrecognised schools in Patiala district are Graduates and Post Graduates. On the other hand, the percentage of teachers teaching in unrecognised schools having Higher Secondary (35.49 per cent) and below qualification is lower than the same in case of the recognised schools (36.57 per cent). The analysis presented above clearly reveals that teachers in unrecognised schools are better qualified than the same in the recognised schools and the majority of teachers in such schools are either Graduates or Post Graduates.

Table 2.17
Teachers by Academic Qualifications: 2005

District	Unrecognised Schools							Nb Resp.
	Below Sec.	Sec.	Hr. Sec.	Grad.	Post Grad.	M Phil/ Ph.D.	Others	
Kapurthala	5.95	11.99	23.78	35.96	19.52	0.23	0.15	2.42
Jalandhar	2.93	11.33	19.38	24.31	11.64	0.43	0.43	29.56
Nawanshahr	0.20	13.52	29.96	37.77	17.93	0.27	0.00	0.34
Ludhiana	3.59	9.73	14.51	34.74	19.24	0.36	0.27	17.55
Muktsar	3.71	9.10	19.61	30.49	16.74	0.23	0.19	19.93
Bathinda	2.15	11.89	18.47	29.60	16.18	0.07	0.18	21.45
Patiala	3.79	10.88	22.38	38.87	19.88	0.73	0.34	3.13
All Districts	3.42	11.11	20.96	33.81	17.78	0.37	0.24	12.31
Recognised Schools								
Jalandhar	13.67	12.81	13.54	28.24	18.56	0.28	0.55	12.35
Nawanshahr	2.90	25.38	12.18	34.07	24.18	0.51	0.00	0.78
Ludhiana	12.88	11.41	9.83	25.63	20.72	0.38	0.70	18.46
Muktsar	7.85	14.49	10.20	29.40	25.25	0.53	0.31	11.97
Bathinda	4.62	17.84	8.96	25.36	21.78	0.35	0.33	20.77
Patiala	7.94	17.45	9.89	27.76	32.75	1.62	0.44	2.15
All Districts	10.53	15.05	10.99	27.95	22.82	0.58	0.49	11.60

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Teachers by Professional Qualifications

The percentage distribution of teachers by professional qualification, both in case of the recognised and unrecognised schools in 2005 is presented in Table 2.18. It reveals that the majority of teachers in the unrecognised schools do not possess any professional qualification. As many as 68.19 per cent teachers in the recognised schools did not respond to professional qualification. It is assumed that these teachers do not possess any professional qualification. However, about 20 per cent teachers teaching in unrecognised schools have B Ed or equivalent degrees. The corresponding percentage in the recognised schools is 35.32. In addition, about 1.79 per cent teachers teaching in unrecognised schools have M Ed or equivalent qualification, compared to 3.13 per cent in case of the

recognised schools. On the other hand, about 8.07 and 2.09 per cent teachers in the unrecognised schools possess J.B.T and S.B.T or equivalent qualifications, compared to 33.62 and 6.26 per cent respectively in case of teachers in the recognised schools.

Table 2.18
Percentage of Teachers by Professional Qualifications: 2005

District	Recognised Schools				Nb Response
	J.V, JBT or Equiva- lent	SV, CT, SBT or Equiva- lent	ST, BT, B.Ed. or Equiva- lent	M.Ed. or Equiva- lent	
Kapurthala	47.15	9.04	35.91	3.58	4.32
Jalandhar	28.80	6.15	29.06	2.43	33.55
Nawanshahr	42.80	7.82	45.33	2.16	1.89
Ludhiana	29.35	5.52	32.46	3.20	29.46
Muktsar	31.92	6.05	38.18	3.54	20.32
Bathinda	30.71	5.93	32.20	2.32	28.84
Patiala	39.23	5.87	44.43	4.43	6.05
All Districts	33.62	6.26	35.32	3.13	21.67
Unrecognised Schools					
Kapurthala	9.76	4.76	20.28	2.38	62.81
Jalandhar	3.53	1.58	14.38	0.85	79.65
Nawanshahr	26.56	2.38	16.10	0.88	54.08
Ludhiana	6.46	2.32	26.19	1.96	63.07
Muktsar	6.71	1.03	22.14	2.25	67.87
Bathinda	6.22	1.49	18.98	1.71	71.60
Patiala	5.00	1.31	19.16	1.85	72.69
All Districts	8.07	2.09	19.86	1.79	68.19

The analysis presented above reveals that only 32 per cent teachers teaching in un-recognised schools do have some sort of professional qualification, compared to 78 per cent in the recognised schools. As has already been observed that teachers in the unrecognised schools are better qualified than in the recognised schools but that itself does not guarantee that classroom transactions are effective. For that purpose, teachers should have attained some sort of professional qualification. The analysis

presented also shows that unrecognised managements do have little concern for professional qualification of teachers. Apart from professional qualification, in-service training can also help teachers in imparting quality education. This parameter is briefly analyzed below.

In-service Training

Number of teachers receiving in-service training during the previous year, i.e. 2004, and its share in the total number of teachers is presented in Table 2.19. It seems that there is no provision for in-service training in case of the unrecognised schools. Only 72 (0.47 per cent) out of 15,380 teachers in the unrecognised schools received in-service training. On the other hand, more than 51 per cent teachers in the recognised schools received in-service training during the previous year. So far, a number of indicators are presented and analysed amongst which, in-service training is the only indicator in which the unrecognised schools are lacking. In most of the other areas they are at par or even better than the recognised schools. In-service training to teachers is the most essential aspect as it has got direct linkages with the classroom transactions and learners attainment which is also reflected in the examination results presented below.

Table 2.19

Percentage of Teachers Received In-Service Training: 2004

	Recognised Schools			Un-recognised Schools		
	Number Trained	Total Teachers	% age	Nmber Trained	Total Teachers	% age
Kapurthala	2079	2783	74.70	0	2592	0.00
Jalandhar	3272	6704	48.81	12	1417	0.85
Nawanshahr	1701	2160	78.75	0	1462	0.00
Ludhiana	2216	7393	29.97	9	1940	0.46
Muktsar	1597	2849	56.05	2	1728	0.12
Bathinda	2033	3186	63.81	32	2213	1.45
Patiala	2801	5417	51.71	17	4028	0.42
All Districts	15699	30492	51.49	72	15380	0.47

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Educational Level of English & Mathematics Teachers

The percentage distribution of teachers teaching English and Mathematics presented in Table 2.20 reveals that a large number of such teachers have below Secondary level of education which is true for the teachers teaching in the recognised as well as unrecognised schools. About 24.62 per cent teachers teaching Mathematics in the recognised schools have below Secondary level education, compared to 18.18 per cent in the unrecognised schools. Similarly, 11.37 and 4.72 per cent teachers teaching English respectively are below Secondary level in the recognised and unrecognised schools. Altogether 38.76 per cent teachers teaching English in the recognised schools are below Higher Secondary compared to 33.96 per cent in the unrecognised schools. The corresponding percentages in case of the teachers teaching Mathematics are 71.44 and 70.26 per cent respectively. This otherwise also reveals that seven out of ten teachers teaching Mathematics are below Higher Secondary which is true for the recognised as well as unrecognised schools. Further, it is also observed that not much difference is noticed in educational qualification of teachers teaching English and Mathematics. Despite the significant number of teachers below Secondary level, a good number of teachers teaching English are having Graduate and Post Graduate degrees. But the same is not true in case of teachers teaching Mathematics which is also true for both the recognised and unrecognised schools. The percentage of

Table 2.20

Educational Level of English & Mathematics Teachers: 2005

School Management	Below Sec.	Sec.	Hr. Sec.	Grad.	PG	M. Phil.	Others	No Response
English								
Recognised	11.37	16.55	10.84	38.91	2.14	0.03	0.12	20.04
Unrecognised	4.72	12.20	17.04	38.24	2.19	0.01	0.11	25.48
Mathematics								
Recognised	24.62	41.80	5.02	7.02	1.24	0.01	0.15	20.14
Unrecognised	18.18	46.77	5.31	3.71	0.66	0.01	0.05	25.31

Graduate teachers teaching Mathematics is as low as 7.02 per cent in the recognised and 3.71 per cent in unrecognised schools. The corresponding percentages for teachers teaching English is significantly high at 38.91 and 38.24 per cent respectively. Further, it has also been noticed that a few teachers teaching both English and Mathematics are either M. Phil or Ph. D degree holders.

English Medium Schools

The percentage of English medium schools by school category presented in Table 2.21 reveals that the same is significantly high in case of the unrecognised schools. The percentage of English medium unrecognised schools is 21.74 per cent, compared to 7.48 per cent recognised schools. Barring independent Elementary schools, the percentage of English medium schools is much higher in case of the unrecognised schools than in the case of recognised schools. More than 21 per cent recognised Elementary schools are English medium schools, compared to 20.04 per cent unrecognised schools. Perhaps, one of the reasons of attraction towards the unrecognised schools is the medium of instruction which is English in case of a good number of such schools. Out of 2,640 unrecognised schools, 574 (21.74 per cent) schools are English medium schools. This reveals that one in every five unrecognised school is an English medium school. The corresponding figures in case of the recognised schools are 801 English medium schools (7.48 per cent) out of a total of 8,033 schools. It is not only that other types of unrecognised schools are also English medium schools but more than 10 per cent of such Primary schools are English medium schools as well. More than 30 per cent Primary schools in Jalandhar district are English medium schools. The highest percentage of English medium unrecognised schools is observed in case of the integrated Higher Secondary schools (37.73 per cent).

The corresponding figure in case of the recognised schools is 34.26 per cent. As many as 289 out of 766 unrecognised integrated Higher Secondary schools are English medium schools, compared to 160 out of 467 recognised schools being English medium schools.

Table 2.21
Percentage of English Medium Schools: 2005

District	Primary	Primary with Upper Primary	Primary with Upper Primary and Sec./ Hr. Sec.	Upper Primary Only	Upper Primary with Sec./ Hr. Sec.	All Schools
Recognised Schools						
Kapurthala	0.37	0.00	38.10	0.00	1.71	1.46
Jalandhar	17.05	28.14	45.40	8.85	10.59	19.57
Nawanshahr	0.23	100.00	33.33	0.00	0.00	0.91
Ludhiana	6.97	25.52	36.70	3.29	5.51	9.63
Muktsar	0.00	10.26	33.33	1.39	1.60	3.01
Bathinda	0.00	3.39	0.00	0.00	0.00	0.26
Patiala	0.37	9.09	27.69	0.00	0.55	1.76
All Districts	5.46	21.36	34.26	2.16	3.77	7.48
No. of English Medium Schools	274	104	160	18	45	601
Total Schools	5014	487	467	832	1193	8033
Unrecognised Schools						
Kapurthala	17.72	28.17	40.71	0.00	33.33	31.19
Jalandhar	30.43	42.45	57.78	60.00	0.00	42.81
Nawanshahr	14.63	21.52	36.84	0.00	0.00	24.81
Ludhiana	23.08	30.30	51.69	0.00	0.00	35.97
Muktsar	4.38	9.80	27.27	0.00	25.00	10.06
Bathinda	1.94	3.13	11.48	0.00	0.00	3.33
Patiala	8.33	20.77	32.39	0.00	50.00	22.41
All Districts	10.23	20.04	37.73	25.00	12.00	21.74
No. of English Medium Schools	93	186	289	3	3	574
Total Schools	909	928	766	12	25	2640

One wonders how such a large number of Higher Secondary schools have remained unrecognised and what type of arrangement they have for examinations. Whether there is any understanding with the managements of the formal recognised schools, needs to be further probed.

Number of Instructional Days

The number of instructional days a school observed during the previous year (2004) is presented in the Table 2.22. On an average, an unrecognised school in seven districts of Punjab functioned for about 209 days which is slightly higher than the same in case of the recognised schools (205 days). The lowest, 142 instructional days, is observed in case of Jalandhar and the highest 239 days in the Nawanshahr district. The lowest 164 days in case of the recognised schools is also observed in Jalandhar district. In three districts, namely Nawanshahr, Muktsar and Patiala, the number of instructional days is slightly higher in case of the unrecognised schools than the same in the recognised schools

Table 2.22
Number of Instructional Days: 2004

District	Recognised	Unrecognised
Kapurthala	219	206
Jalandhar	164	142
Nawanshahr	233	239
Ludhiana	200	187
Muktsar	215	216
Bathinda	224	214
Patiala	224	229
All Districts	205	209

Indicators analysed above reveal that unrecognised schools differ from recognised schools mainly in the following aspects:

- ◆ Unrecognised schools are less rural than the recognised schools
- ◆ Unrecognised schools have slightly higher percentage of co-educational schools than the recognised schools
- ◆ Unrecognised schools are more likely to be more than one-teacher schools than recognised schools, which are more likely to be single-teacher schools

- ◆ Unrecognised schools have more favourable student-classroom and pupil-teacher ratios than the recognised schools
- ◆ Unrecognised schools have a much greater percentage of female teachers than the recognised schools
- ◆ Teachers in the unrecognised schools are better qualified than the teachers in the recognised schools
- ◆ Majority of teachers in the unrecognised schools do not possess any professional qualification
- ◆ The percentage of English medium unrecognised schools is much higher than the recognised schools; and
- ◆ Unrecognised school teachers have no provision for in-service training, whereas more than half of the recognised school teachers had received in-service training during the previous year

Indicators of Facilities in Schools

A variety of indicators concerning facilities in schools are analysed, all of which suggests that unrecognised schools in general have better facilities than the recognised schools. All such indicators for both the recognised and the unrecognised schools are presented in Tables 3.1 to 3.5.

Drinking Water

More than 95 per cent unrecognised schools have drinking water facility in school compared to 92 per cent in case of the recognised schools. The highest percentage is noticed in Nawanshahr district (99.22 per cent) and the lowest, 88.29 per cent, in Jalandhar district. About 42 per cent unrecognised schools have tap water and another 49 per cent have installed a hand-pump in school. Only 3 per cent schools draw water from wells.

Common Toilet

As many as 76.36 per cent unrecognised schools have common toilet in school, compared to only 60.82 per cent such recognised schools. Three in every four unrecognised schools has a common toilet in school. The highest 81.02 per cent is noticed in Kapurthala and the lowest, 73.08 per cent, in Muktsar district. All the seven districts have a higher percentage of common toilets in the unrecognised schools.

Girls' Toilet

About 7 out of 10 unrecognised schools have a separate toilet for girls. The percentage of recognised schools having separate girls' toilet is

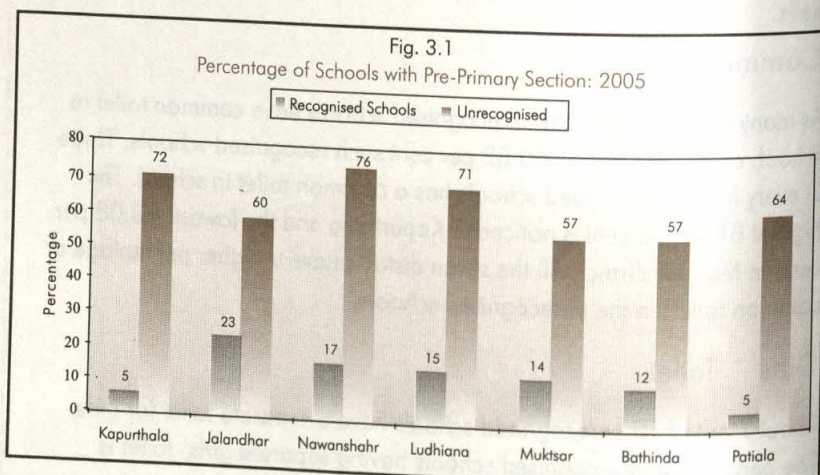
66.82, compared to 68.56 per cent of unrecognised schools. Unrecognised schools are better placed both in terms of common and separate girl's toilet. More than 77 per cent unrecognised schools in Ludhiana have a girl's toilet, compared to only 71.85 per cent of recognised schools.

Blackboard

More than 85 per cent unrecognised schools have got a blackboard in school, compared to 83 per cent of such recognised schools. About 91 per cent unrecognised schools in Nawanshahr have got a blackboard in school, compared to 85.52 per cent such recognised schools. In four of seven districts, unrecognised schools are better placed in terms of availability of blackboard than the recognised schools.

Pre-Primary Section

The percentages of schools with attached Pre-Primary section and enrolment in Pre-Primary sections as related to total enrolment in Primary classes, reveal that both in the absolute and percentage terms, the same is much higher in unrecognised schools than in the recognised schools (Table 3.1). About 64 per cent unrecognised schools have an attached Pre-Primary section compared to only 14 per cent such recognised schools. In absolute terms, the number of such unrecognised schools is 1,682, compared to 1,109 recognised schools. The lowest percentage (56.56) of unrecognised schools having attached Pre-Primary section is observed in Bathinda districts and the highest, 75.58, in Nawanshahr district.



It seems that Pre-Primary section attached to unrecognised schools in Punjab is a common phenomenon because of which a good number of children get attracted towards such schools. This is also reflected in enrolment in Pre-Primary sections in these schools. About 1,05,456 students are enrolled in Pre-Primary sections attached to unrecognised schools, compared to 72,440 students in recognised schools. The percentage of enrolment in Pre-Primary to total enrolment in Primary classes is as high as 42 per cent in case of the unrecognised and only 11.11 per cent in case of the recognised schools. In Kapurthala, the percentage of Pre-Primary enrolment is as high as 62 per cent in unrecognised schools. On the other hand, Jalandhar district has got the highest percentage (20.77 per cent) of Pre-Primary enrolment in its recognised schools. The average of all the seven districts further reveals that one in three children enrolled in unrecognised schools is enrolled in the Pre-Primary section, against one in fourteen in case of the recognised schools.

Table 3.1
Percentage of Schools with Pre-Primary Section & Enrolment in
Pre-Primary Section: 2005

District	Recognised Schools	Unrecognised Schools	% age of Students in Pre- Primary Section to Total Enrolment in Classes I-V	
			Recognised	Unrecognised
Kapurthala	5.47	71.53	5.76	61.63
Jalandhar	23.06	59.53	20.77	47.94
Nawanshahr	16.62	75.58	10.96	43.71
Ludhiana	15.44	70.75	13.27	43.43
Muktsar	14.38	57.40	8.53	29.18
Bathinda	11.70	56.56	5.48	27.02
Patiala	4.77	63.87	5.43	42.83
All Districts	13.81	63.71	11.11	42.00
No. of Schools with Pre-Primary Section	1109	1682	-	-
Total Enrolment in Pre-Primary Sections	-	-	72440	105436

INDICATORS OF
FACILITIES IN
SCHOOLS

4 1

Book-Bank

Perhaps the only facility variable that has a lower percentage in case of the unrecognised schools is book-bank in school. Only 21.40 per cent unrecognised schools and 26.80 per cent recognised schools have got a book-bank in 2005. The highest percentage of such unrecognised schools is noticed in Ludhiana district (31.23 per cent) and the lowest, 11.83 per cent, in Bathinda district.

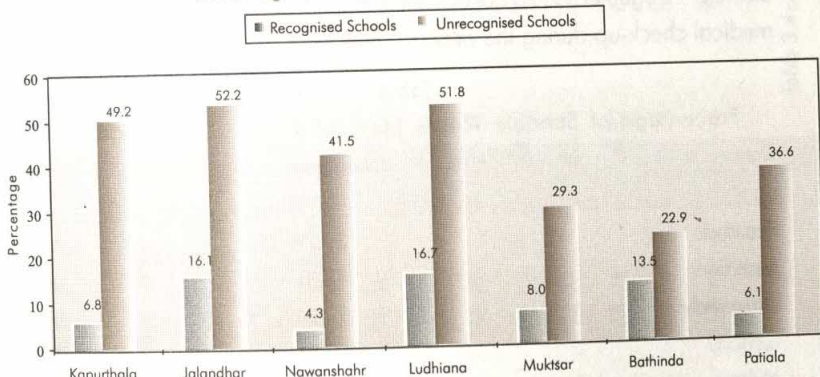
Computers in Schools

The percentage of schools having computers is much higher in case of the unrecognised schools (37.95 per cent) than the in the recognised schools (11.55 per cent), which is true for all the seven districts of Punjab. The difference between the two is wide and significant. More than half of the unrecognised schools in Jalandhar and Ludhiana districts have got a computer in school as compared to only a few such recognised schools. The lowest 22.92 per cent schools with computer are observed in Bathinda district. In case of the recognised schools, the highest 16.73 per cent schools with computers is observed in Ludhiana district.

Table 3.2
Percentage of Schools with Computer in School: 2005

District	Recognised Schools	Unrecognised Schools
Kapurthala	6.81	49.15
Jalandhar	16.08	52.17
Nawanshahr	4.27	41.47
Ludhiana	16.73	51.78
Muktsar	8.03	29.29
Bathinda	13.50	22.92
Patiala	6.07	36.59
Number of Schools with Computers	928	1002
All Districts	11.55	37.95

Fig. 3.2
Percentage of Schools with Computer: 2005



Ramps

Unrecognised schools are better placed in case of ramps than the recognised schools. More than 7 per cent unrecognised schools have got a ramp in school as against 6.08 per cent recognised schools. Six out of the seven districts have got a higher percentage of unrecognised schools with a ramp than the recognised schools. In case of a few districts, the difference in percentage terms is significant.

Electricity Connection

Nine out of ten unrecognised schools have got an electricity connection while eight out of ten recognised schools have got electricity connection. More than 98 per cent unrecognised schools in Nawanshahr district have got an electricity connection against only 87 per cent of recognised schools in the district. The percentage of unrecognised schools with electricity connection in all the seven districts of Punjab is much higher compared to the same in case of the recognised schools.

Medical Check-up

The majority of recognised as well as unrecognised schools did not arrange medical check-up for students during the previous academic year, i.e. 2004. Only 45 per cent recognised and 41 per cent unrecognised schools arranged medical check-up. More than half of unrecognised schools in Nawanshahr (57.75 per cent) and Ludhiana (52.57 per cent) districts arranged medical check-up

compared to 74.24 and 54.06 per cent recognised schools respectively in these districts. Altogether 1,090 out of a total of 2,540 unrecognised schools arranged medical check-up during the previous academic year.

Table 3.3

Percentage of Schools Where Medical Check-Up Arranged: 2004

District	Recognised Schools	Unrecognised Schools
Kapurthala	39.29	41.36
Jalandhar	42.31	46.82
Nawanshahr	74.24	57.75
Ludhiana	54.06	52.57
Muktsar	21.40	27.51
Bathinda	44.22	39.37
Patiala	36.62	36.59
All Districts	44.77	41.29
Number of Schools Arranged Medical Check-up	3596	1090

Playground Facility

About 64.92 per cent unrecognised schools have got playground facility as compared to 61.38 per cent recognised schools. About 70 per cent unrecognised schools in Ludhiana have got the playground facility, while 64 per cent recognised schools in the district have this facility. However, in Jalandhar district, the percentage is low at 56.52 per cent of unrecognised schools but the recognised schools still have lower than this percentage, i.e. 50.05 per cent.

Fire Tragedy: 86 Unrecognised Schools Shut Down

On the heels of yesterday's fire tragedy that claimed 90 lives at a private school in *Kumbakonam*, the Salem district administration today swung into action and ordered the closure of 86 private unrecognised schools. The students of these schools would be admitted to various recognised schools, District Collector told reporters in Salem, in Tamil Nadu.

A complaint cell has also been opened in the Collectorate for the people to register their complaints against errant schools.

Box 3.1

Table 3.4
Facilities in Unrecognised Schools: 2005 (Per Cent Schools)

District	Book-Bank		Playground		Girl's Toilet		Electricity	
	Recog-nised	Un-recog-nised	Recog-nised	Un-recog-nised	Recog-nised	Un-recog-nised	Recog-nised	Un-recog-nised
Kapurthala	15.05	30.51	57.78	65.42	51.79	70.51	80.23	96.61
Jalandhar	30.22	28.09	50.05	56.52	55.32	70.90	75.81	90.97
Nawanshahr	25.46	19.77	62.96	69.77	73.63	68.99	86.74	98.06
Ludhiana	32.01	31.23	64.47	70.36	71.85	77.87	88.92	93.28
Muktsar	17.39	14.50	64.38	60.95	82.78	74.26	83.28	91.12
Bathinda	14.91	11.83	68.64	62.85	73.39	58.96	88.82	92.42
Patiala	32.88	22.56	67.84	68.29	70.13	67.84	71.24	90.24
All Districts	26.80	21.40	61.38	64.92	66.82	68.56	81.02	92.65

Table 3.4 contd...

Facilities in Unrecognised Schools: 2005 (Per Cent Schools)

District	Drinking Water		Blackboard		Common Toilet		Ramp	
	Recog- nised	Un- recog- nised	Recog- nised	Un- recog- nised	Recog- nised	Un- recog- nised	Recog- nised	Un- recog- nised
Kapurthala	91.71	95.59	87.50	87.46	55.74	81.02	4.46	6.44
Jalandhar	81.88	88.29	68.82	74.58	60.54	75.59	6.34	11.71
Nawanshahr	97.71	99.22	85.52	91.09	63.87	77.52	3.96	7.36
Ludhiana	94.24	93.28	83.88	84.19	63.12	75.10	6.16	8.70
Muktsar	96.15	97.34	83.78	82.84	63.38	73.08	9.70	8.28
Bathinda	95.24	94.45	91.77	86.14	62.72	75.97	2.70	3.51
Patiala	93.59	97.71	88.76	87.96	57.78	76.68	2.48	7.62
All Districts	91.52	95.42	82.56	85.30	60.82	76.36	5.08	7.27

Table 3.5

Type of Drinking Water Facility in Unrecognised Schools: 2005

(In Percentage)

District	Type of Facility			
	Hand Pump	Well	Tap Water	Others
Kapurthala	42.96	4.93	47.18	4.23
Jalandhar	18.94	7.95	69.70	3.41
Nawanshahr	69.38	1.16	25.19	3.49
Ludhiana	39.83	2.97	52.12	5.08
Muksar	63.22	2.74	31.91	2.13
Bathinda	60.55	2.93	33.01	3.32
Patiala	42.46	3.69	41.54	10.92
All Districts	49.19	3.14	41.68	5.44

Note: Total may not add to 100 because of no-responses.

The indicators presented above reveal that

- ◆ Unrecognised schools have more pre-primary sections attached to it than recognised schools
- ◆ School facilities are generally better in unrecognised schools than in recognised ones; and
- ◆ Average number of instructional rooms, good condition rooms, single-classroom schools, average number of teachers, computer in schools, common and girl's toilet, electricity connection, drinking water etc. are a few indicators which are more favourable in unrecognised schools than in recognised schools.

Enrolment Based Indicators

Enrolment in Unrecognised Schools

The general belief that a large a number of unrecognised schools exist across the country, is also found true in case of Punjab as per data presented above. It is also believed that of children who are not enrolled in formal recognised schools, a few of them may be either enrolled in unrecognised or other alternative schools. Estimate of out-of-school children, based on enrolment data of only formal recognised schools, is not likely to produce reliable figures. The realistic estimate of out-of-school children can only be based on the household surveys. However, because of the large scale operations, it is not possible to conduct household surveys regularly. Under the aegis of SSA, household surveys were recently conducted across the country but most of these surveys are not free from limitations. The coverage, methodology, and date of reference used vary from state to state. In the absence of reliable household survey, enrolment data in unrecognised schools received from the seven districts of Punjab is critically analysed. The results are presented in Tables 4.1 to 4.3.

The Decline of Public Education

According to the latest National Sample Survey Organisation data, the proportion of students attending private unrecognised primary schools has increased in the last decade. While the figure is 4.8 percent for the country as a whole (a vastly underestimated figure), it is 18.7 percent in Haryana, 15.5 percent in Punjab, 10 percent in Uttar Pradesh and 9.2 percent in Bihar.

Asha Krishna Kumar, *Frontline*, Volume 21, Issue 16, Jul. 31 - Aug. 13, 2004

The total enrolment in Classes I to VIII reveals that as many as 3,53,119 children are enrolled in unrecognised schools which is 37.49 per cent of the total enrolment in recognised schools imparting elementary education across the seven districts of Punjab (Table 4.1). In other words, against every three students enrolled in recognised schools, more than one is enrolled in the unrecognised schools. Considering enrolment in both the recognised and unrecognised schools together, the share of unrecognised enrolment comes out to be 25.81 per cent (Table 4.2). The percentage enrolment in unrecognised schools is as high as 35.9 per cent in Kapurthala district and 35.5 per cent in Nawanshahr district. The lowest 19.6 per cent is noticed in Jalandhar district. It has also been observed that the percentage of boys' enrolment (28.06 per cent) in unrecognised schools to total boys enrolment is a bit higher than the same in case of girls' enrolment (23.07 per cent). The highest share of boys' enrolment is observed in Kapurthala district (38.38 per cent) and the lowest (17.21 per cent) in Ludhiana district. In case of girls' enrolment, the corresponding figures are 32.82 per cent in Kapurthala district and 14.58 per cent in Ludhiana district. In other words, one can argue that 26 out of 100 children are enrolled in unrecognised schools which is true for both boys and girls. If similar trend persists elsewhere in the country, it will reduce number of out-of-school children dramatically.

Fig. 4.1
Percentage of Enrolment in Unrecognised Schools to
Total Enrolment: 2005

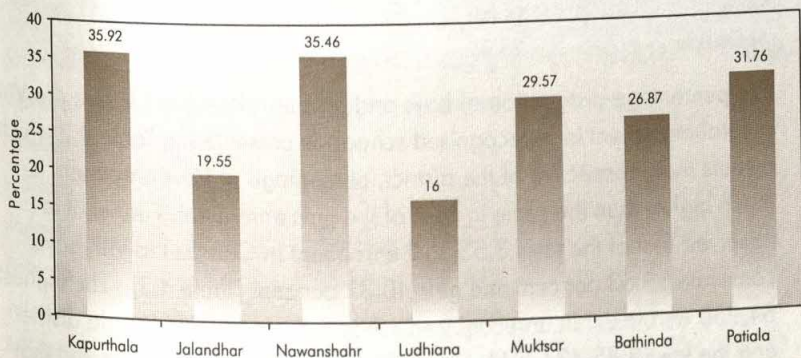


Table 4.1
Enrolment (Classes I to VIII) in Recognised & Unrecognised Schools:
2005

District	Recognised Schools			Unrecognised Schools		
	Boys	Girls	Total	Boys	Girls	Total
Kapurthala	44483	27710	38601	18860	83084	46570
Jalandhar	107967	28435	94555	20783	202522	49218
Nawanshahr	33647	20483	30833	14941	64480	35424
Ludhiana	135635	28198	118462	20219	254097	48417
Muktsar	46510	22737	41750	14311	88260	37048
Bathinda	75655	31642	64524	19870	140179	51512
Patiala	96486	51583	85985	33347	182471	84930
All Districts	540383	210788	474710	142331	1015093	353119

Table 4.2
Percentage of Enrolment in Unrecognised Schools to Total Enrolment:
2005

District	Boys	Girls	Total
Kapurthala	38.38	32.82	35.92
Jalandhar	20.85	18.02	19.55
Nawanshahr	37.84	32.64	35.46
Ludhiana	17.21	14.58	16.00
Muktsar	32.83	25.53	29.57
Bathinda	29.49	23.54	26.87
Patiala	34.84	27.94	31.76
All Districts	28.06	23.07	25.81

The percentage distribution of boys and girls enrolment in Classes I to VIII to total enrolment in unrecognised schools is presented in Table 4.3 which reveals that irrespective of the district, percentage of boys enrolment is much higher than the same in case of the girls enrolment. Further, it is observed that of the total 3,53,119 enrolment in Classes I to VIII, boys constitute 59.63 per cent and girls 40.31 per cent (Table 4.3). The highest 84,930 enrolment in unrecognised schools is observed in Patiala district and the lowest 35,424 in Nawanshahr district. Further, it is observed that Jalandhar district has the highest percentage of girls' enrolment (42.23 per

cent) and the lowest, 38.57 per cent, is observed in the Bathinda district. In rest of the districts, it varies between 38.63 per cent in Muktsar to 42.18 per cent in Nawanshahr district.

Gender Parity Index

The low percentage of enrolment is also reflected in the Gender Parity Index (GPI) (Classes I to VIII) calculated in case of the enrolment in the recognised as well as unrecognised schools. Compared to a GPI of 0.88 in recognised schools, the same in unrecognised schools is significantly low at 0.68 (Table 4.3). This reveals that for every 100 boys there are only 68 girls enrolled in unrecognised schools. The GPI in Jalandhar and Nawanshahr districts is as high as 0.73 compared to 0.63 in Muktsar and Bathinda districts. The low GPI across the districts of Punjab suggests that parent prefer sending their sons to private schools than daughters. Low GPI may also be because of the low child sex ratio observed during 2001 Census across the districts of Punjab.

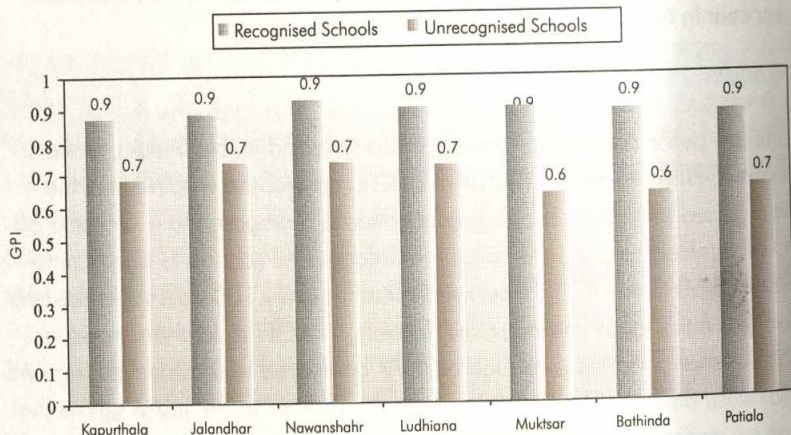
Table 4.3

Percentage of Boys & Girls Enrolment to Total Enrolment in
Unrecognised Schools: 2005

District	Enrolment in Unrecognised Schools			GPI	
	Boys	Girls	Total	Recognised	Unrecognised
Kapurthala	59.50	40.50	46570	0.87	0.68
Jalandhar	57.77	42.23	49218	0.88	0.73
Nawanshahr	57.82	42.18	35424	0.92	0.73
Ludhiana	58.24	41.76	48417	0.90	0.72
Muktsar	61.37	38.63	37048	0.85	0.63
Bathinda	61.43	38.57	51512	0.89	0.63
Patiala	60.74	39.26	84930	0.88	0.65
All Districts	59.69	40.31	353119	0.88	0.68

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Fig. 4.2
Gender Parity Index: Enrolment, 2005



Ratio of Enrolment in Recognised School to Enrolment in Unrecognised School

The ratio of enrolment in recognised to unrecognised schools presented in Table 4.4 reveals that for every 3 students in recognised schools there is at least one student enrolled in an unrecognised school. The ratio is around 2:1 in Kapurthala and Nawanshahr districts, which means that for every 2 students; at least one in these districts is enrolled in an unrecognised school. On the other hand, the ratio in Jalandhar (4:1) and Ludhiana (5:1) districts is comparatively on the higher side; thus indicating a fewer children in unrecognised schools.

It is further observed that the ratio of enrolment in recognised to unrecognised schools is a bit on the higher side in case of girls enrolment (3.3:1) compared to boys enrolment (2.6:1). In case of boys, Kapurthala (1.6:1), Nawanshahr (1.6:1) and Patiala (1.9:1) districts, have even a ratio of 2:1 which means that for every two boys enrolled in recognised school, there is at least one boy also enrolled in an unrecognised school. However, the situation in case of girls' enrolment is slightly different as fewer number of girls are enrolled in unrecognised schools than recognised schools.

Table 4.4
Ratio of Enrolment (Classes I to VIII) in Recognised to
Unrecognised Schools: 2005

District	Boys	Girls	Total
Kapurthala	1.6	2.0	1.8
Jalandhar	3.8	4.5	4.1
Nawanshahr	1.6	2.1	1.8
Ludhiana	4.8	5.9	5.2
Muktsar	2.0	2.9	2.4
Bathinda	2.4	3.2	2.7
Patiala	1.9	2.6	2.1
All Districts	2.6	3.3	2.9

Enrolment in Grade I

Enrolment in Grade I and its percentage to total Primary (Classes I-V) enrolment is presented in Table 4.5 which reveals that not only a large number of children are enrolled in Pre-Primary sections but a good number of children are also enrolled in Grade I. This is true for both the recognised and unrecognised schools. The enrolment data in DPEP states over a period of time reveals that enrolment in Primary classes in general and Grade I in particular has shown a declining trend in a large number of districts. This may be because of diversion of enrolment from recognised to unrecognised and from government to private recognised schools. This may also be because of decline in the number of under-age children who now prefer enrolling in Pre-Primary section attached to a Primary school than to enroll in Grade I. This is also reflected in number of Pre-Primary sections attached to Primary schools and percentage of Pre-Primary enrolment to total enrolment in the Primary classes presented above. The percentage of enrolment in Grade I in the total Primary enrolment comes out to be a bit higher for the unrecognised schools (26.64 per cent) than for the recognised schools (20.37 per cent). As many as 66,880 children are enrolled in Grade I in unrecognised schools compared to 1,32,854 in recognised schools. In view of the low enrolment in unrecognised schools, a student strength of about 67 thousand in Grade I is considered high and significant. The lowest 24.58 per cent enrolment in Grade I is observed in Ludhiana district and highest, 29.01 per cent, in the Bathinda district. In

case of recognised schools, the highest percentage is observed in Ludhiana district (20.76 per cent) and lowest, 18.32 per cent, in Nawanshahr district.

Table 4.5

Enrolment in Grade I and Its Percentage to Total Enrolment in Primary Classes: 2005

District	Recognised Schools		Unrecognised Schools	
	Class I	%	Class I	%
Kapurthala	10300	19.44	7994	24.67
Jalandhar	26812	20.56	9330	27.74
Nawanshahr	6892	18.32	6305	25.60
Ludhiana	33937	20.76	8148	24.58
Muktsar	12069	19.59	7200	25.43
Bathinda	19427	21.41	11821	29.01
Patiala	23417	20.30	16082	27.66
All Districts	132854	20.37	66880	26.64

Average Enrolment & Schools with Enrolment ≤ 50

The average enrolment in Classes I to VIII, both in recognised and unrecognised schools, is presented in Table 4.5. Barring Bathinda district, average enrolment in the remaining six districts of Punjab is observed to be higher in unrecognised schools than in recognised schools. All districts together have an average of 134 enrolment in unrecognised schools and 127 in recognised schools. In Ludhiana district, average enrolment in unrecognised schools (191 students) is much higher than the same in recognised schools (142 students). The lowest, 95 students, is observed in Bathinda district. On the other hand, the highest average enrolment (180 students) in recognised schools is observed in Bathinda and lowest, 98 students, in Nawanshahr district.

Despite a reasonably high average enrolment, a good number of both the recognised and unrecognised schools have a strength of enrolment below 50 students. The percentages of such unrecognised and recognised school are as high as 25.23 and 21.39, respectively. Quite a similar pattern emerges when enrolment in recognised schools across 539 districts is analysed (NIEPA, 2005). In Bathinda district, percentage of unrecognised

schools having enrolment below 50 is 32.90 per cent. Incidentally it is also the highest amongst seven districts covered in the present study. The lowest 14.62 per cent of such schools is, however, observed in Ludhiana (Table 4.6).

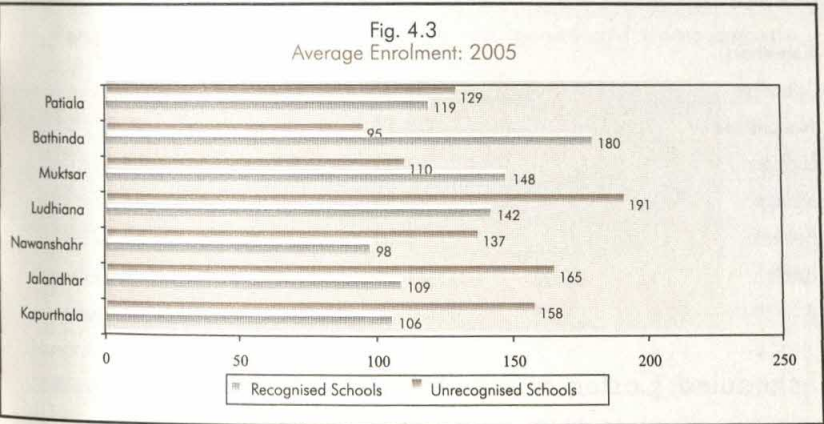


Table 4.6

Average Enrolment: 2005

District	Recognised Schools			Unrecognised Schools		
	Total Enrolment	No. of Schools	Avg. Enrolment per Recognised School	Total Enrolment	No. of Schools	Avg. Enrolment per Unrecognised School
Kapurthala	83084	784	106	46570	295	158
Jalandhar	202522	1860	109	49218	299	165
Nawanshahr	64480	656	98	35424	258	137
Ludhiana	254097	1787	142	48417	253	191
Muktsar	88260	598	148	37048	338	110
Bathinda	140179	778	180	51512	541	95
Patiala	182471	1530	119	84930	656	129
All Districts	1015093	7993	127	353119	2640	134

Table 4.7

Percentage of Schools having Enrolment ≤ 50 : 2005

District	Management	
	Recognised School	Unrecognised School
Kapurthala	31.51	23.39
Jalandhar	31.02	22.74
Nawanshahr	23.17	22.87
Ludhiana	14.66	14.62
Muktsar	14.55	26.92
Bathinda	8.10	32.90
Patiala	21.05	25.00
All Districts	21.39	25.23

Scheduled Castes & Scheduled Tribes Enrolment

Per Cent Share of Recognised and Unrecognised Schools

As many as 5,56,783 SC and 2,611 ST students are enrolled in Classes I-VIII across seven districts of Punjab (Table 4.8). Of the total SC enrolment, about 9.25 per cent are enrolled in unrecognised and the remaining 90.75 per cent in recognised schools. The percentage of SC enrolment in unrecognised schools of Nawanshahr is as high as 18.71 per cent; the lowest 3.49 per cent, however, is observed in Ludhiana district.

Compared to 557 thousand SC enrolment, only 2,611 ST students are enrolled, of which 27.38 per cent are enrolled in unrecognised and the remaining 72.62 per cent in recognised schools. Of the total enrolment of 340 ST students in the Nawanshahr district, percentage enrolment in unrecognised schools is as high as 86.18.

The analysis clearly indicates that not only students from general category are enrolled in unrecognised schools but children from deprived sections of the society are also enrolled in these schools. However, the majority of such children across seven districts of Punjab are enrolled in recognised schools. Similar trend was also noticed when enrolment data in case of 9,31,471 recognised schools across 539 districts was analysed. More

than 85 per cent of such children are enrolled in Government schools. This clearly indicate that for SC & ST parents, Government schools are the only option as they are not in position to send their wards to private schools which is true for both private recognised as well as unrecognised schools.

Table 4.8

Percentage of SC & ST Enrolment in Recognised and Unrecognised Schools: 2005

District	Total ST Enrolment		Total ST Enrolment	Total SC Enrolment		
	Recognised	Unrecognised		Recognised	Unrecognised	Total SC Enrolment
Kapurthala	0.00	0.00	0	88.23	11.77	47782
Jalandhar	87.80	12.20	1426	91.73	8.27	120493
Nawanshahr	13.82	86.18	340	81.29	18.71	47495
Ludhiana	100.00	0.00	1	96.51	3.49	129647
Muksar	89.81	10.19	206	87.53	12.47	56075
Bathinda	64.31	35.69	636	88.70	11.30	73710
Patiala	100.00	0.00	2	91.17	8.83	81581
All Districts	72.62	27.38	2611	90.75	9.25	556783

Share of SC and ST Enrolment to Total Enrolment

The percentage of SC and ST enrolment in the total enrolment in recognised and unrecognised schools is presented in Table 4.9 and Table 4.10. This has been presented separately in case of Primary and Upper Primary levels of education. Of the total enrolment in Classes I to VIII, percentage of SC enrolment in unrecognised schools is 14.59, compared to 49.77 in recognised schools. Not much difference is noticed in case of share of SC girls to total enrolment which is true for both recognised and unrecognised schools. Amongst unrecognised schools, the highest share of SC enrolment (25.09 per cent) is noticed in Nawanshahr district and the lowest, 9.33 per cent, in Ludhiana district. It has already been reported that only a few ST children are enrolled in recognised as well as unrecognised schools. Their percentage in the total enrolment is as low as 0.19 in recognised and 0.20 in unrecognised schools. This is also true for boys' and girls' enrolment.

Further, it has also been noticed that in case of SC enrolment, percentage of Primary enrolment to total enrolment is higher than the percentage of Upper Primary enrolment. However it is not the case for ST enrolment (Table 4.11 and 4.12). The share of Primary enrolment in unrecognised schools is 16.16 per cent compared to 10.72 per cent Upper Primary enrolment. The corresponding figures in case of recognised schools are 53.52 per cent (Primary) and 43.04 per cent (Upper Primary).

Unrecognised schools too have a higher percentage of ST enrolment in Primary classes (0.22 per cent) compared to 0.16 per cent in Upper Primary classes. But the same is not true in case of recognised schools. ST enrolment in Upper Primary classes in recognised schools is a bit higher at 0.21 per cent compared to 0.17 per cent in Primary classes.

Table 4.9
Percentage of SC Enrolment to Total Enrolment in
Classes I-VIII: 2005

District	Recognised School		Unrecognized School			
	Boys	Girls	Total	Boys	Girls	Total
Kapurthala	50.01	51.58	50.74	12.12	12.02	12.08
Jalandhar	53.80	55.45	54.57	20.17	20.38	20.25
Nawanshahr	59.92	59.82	59.87	25.71	24.24	25.09
Ludhiana	48.39	50.22	49.24	9.41	9.22	9.33
Muktsar	54.29	57.09	55.61	19.66	17.60	18.87
Bathinda	45.70	47.75	46.64	16.46	15.70	16.16
Patiala	40.60	40.94	40.76	8.89	7.86	8.49
All Districts	49.06	50.58	49.77	14.84	14.23	14.59

Table 4.10
Percentage of ST Enrolment to Total Enrolment in
Classes I-VIII: 2005

District	Recognised School			Unrecognized School		
	Boys	Girls	Total	Boys	Girls	Total
Kapurthala	0.00	0.00	0.00	0.00	0.00	0.00
Jalandhar	0.67	0.56	0.62	0.36	0.35	0.35
Nawanshahr	0.10	0.05	0.07	0.78	0.89	0.83
Ludhiana	0.00	0.00	0.00	0.00	0.00	0.00
Muktsar	0.07	0.36	0.21	0.06	0.06	0.06
Bathinda	0.17	0.44	0.29	0.41	0.48	0.44
Patiala	0.00	0.00	0.00	0.00	0.00	0.00
All Districts	0.17	0.21	0.19	0.19	0.22	0.20

Table 4.11
Percentage of SC to Total Enrolment: 2005

District	Recognised Schools		Unrecognised Schools	
	Primary	Upper Primary	Primary	Upper Primary
Kapurthala	53.91	45.16	13.72	8.32
Jalandhar	56.36	51.35	22.04	16.40
Nawanshahr	62.00	56.89	26.78	21.23
Ludhiana	51.43	45.31	10.92	5.89
Muktsar	62.68	39.27	21.29	11.02
Bathinda	53.80	33.51	17.13	12.51
Patiala	45.22	33.09	9.44	6.40
All Districts	53.52	43.04	16.16	10.72

Table 4.12
Percentage of ST to Total Enrolment: 2005

District	Recognised Schools		Unrecognised Schools	
	Primary	Upper Primary	Primary	Upper Primary
Kapurthala	0.00	0.00	0.00	0.00
Jalandhar	0.77	0.34	0.41	0.24
Nawanshahr	0.01	0.16	0.81	0.87
Ludhiana	0.00	0.00	0.00	0.00
Muktsar	0.08	0.51	0.06	0.05
Bathinda	0.07	0.70	0.49	0.27
Patiala	0.00	0.00	0.00	0.00
All Districts	0.17	0.21	0.22	0.16

ENROLMENT BASED
INDICATORS

Physically Challenged Children

The number of disabled children enrolled and its percentage to total enrolment presented in Table 4.13 reveals that only a few disabled children are enrolled in Primary and Upper Primary classes. This is true for the recognised as well as the unrecognised schools. Only 633 disabled children are enrolled in Primary classes in unrecognised schools (0.25 per cent) compared to 3,075 (0.47 per cent) in recognised schools. The percentage of disabled children enrolled in Upper Primary classes is as low as 0.23 (230 children) in the unrecognised and 0.59 (2,126 children) in the recognised schools. The percentage is a bit lower than average of 539 districts across 25 States and UTs (NIEPA, 2004 & 2005).

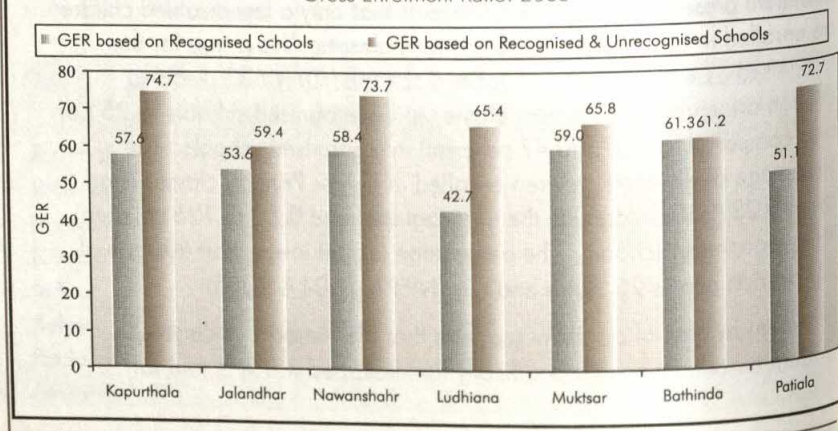
Enrolment by type of disability suggests that the majority of disabled children enrolled are orthopaedically handicapped which is true for

Primary (40.44 per cent) as well as Upper Primary levels of education (49.13 per cent). On the other hand, about 15.01 per cent of disabled primary children and 8.70 per cent Upper Primary children enrolled are mentally retarded (Table 4.14). Further, it is observed that about 18 and 31 per cent children enrolled are blind and 21.33 and 4.78 per cent are deaf respectively at Primary and Upper Primary levels. However, available data is silent whether special arrangements are made for disabled children in schools. It is also not known whether specially trained teachers are arranged and separate sitting arrangement for physically challenged children is made or they are made to sit with all other children. More detailed information is required in this respect.

Table 4.13
Percentage of Enrolment of Children with Disability to
Total Disabled Enrolment: 2005

District	Primary	Upper Primary	Primary	Upper Primary
Kapurthala	0.64	0.41	0.16	0.18
Jalandhar	0.30	0.38	0.10	0.06
Nawanshahr	0.47	0.47	0.12	0.40
Ludhiana	0.44	0.66	0.19	0.09
Muktsar	0.76	0.87	0.33	0.55
Bathinda	0.51	1.00	0.58	0.20
Patiala	0.45	0.41	0.22	0.26
Total Disabled Enrolment	3075	2126	633	230
All Districts	0.47	0.59	0.25	0.23

Fig. 4.4
Gross Enrolment Ratio: 2005



Percentage of Enrolment of Children by Type of Disability to Total Disabled Enrolment in Unrecognised Schools: 2005

District	Primary				Upper Primary					
	Blind	Deaf	Ortho- paedic	Mental	Others	Blind	Deaf	Ortho- paedic	Mental	Others
Kapurthala	7.84	7.84	58.82	17.65	7.84	0.00	8.00	68.00	16.00	8.00
Jalandhar	21.21	12.12	30.30	36.36	0.00	11.11	0.00	66.67	11.11	11.11
Nawanshahr	20.69	3.45	44.83	24.14	6.90	41.86	2.33	41.86	6.98	6.98
Ludhiana	9.68	8.06	56.45	17.74	8.06	0.00	7.69	69.23	15.38	7.69
Muktsar	12.77	5.32	69.15	8.51	4.26	50.00	2.08	39.58	4.17	4.17
Bathinda	23.63	43.04	23.63	8.02	1.69	40.91	9.09	40.91	0.00	9.09
Patiala	16.54	11.02	37.01	22.83	12.60	27.14	5.71	50.00	11.43	5.71
All Districts	17.69	21.33	40.44	15.01	5.53	30.87	4.78	49.13	8.70	6.52

Gross Enrolment Ratio

Gross Enrolment Ratio (GER) at Elementary level of education in case of all the seven districts of Punjab as well as all districts together is presented in the Table 4.15. The GER is computed on the basis of projected population based on 2001 Census. Based on the enrolment data of recognised schools, GER at Elementary level comes out to be 51.73. The highest GER of 61.30 is observed in Bathinda district and the lowest, 42.73, in Ludhiana district.

Ignoring over-age and under-age children, GER at Elementary Level suggests that about 9,47,256 children are out-of-school which is 48.27 per cent of the total 6-14 year population in the seven districts of Punjab from which data is collected. Since data on enrolment in the unrecognised schools is generally not available, across the country planning exercises are based on enrolment data obtained from the formal recognised schools only. However, a few states have also used data obtained through the household surveys in estimating out-of-school children. Those children who are not enrolled in formal recognised schools are all treated as out-of-school which may not always be true. This is also reflected in the seven districts of Punjab. About 37.28 per cent of the total 947 thousand out-of-school children (age group 6-14 year) are enrolled in unrecognised schools. Needless to mention that estimated out-of-school children are likely to further decline, if enrolment in EGS and other alternative schools imparting elementary education is also considered in computing GER. It is also not sure whether all unrecognised schools are covered in the present study. If not, it will further reduce the number of out-of-school children.

Alternatively, enrolment in unrecognised schools is added to enrolment in recognised schools and GER is recalculated (Table 4.15). As against GER of 51.73, GER based on enrolment of both the recognised and unrecognised schools shows a steep increase from its previous value. It comes out to be 66.27 which is about 15 points higher than the one based on the enrolment data of recognised schools. Subsequently, number of out-of-school children also declined from earlier 9,47,256 to 6,61,974 which is 33.73 per cent (against earlier 48.27 per cent) of the total 6-14 year population. The corresponding figures based on enrolment in recognised schools are 9,47,256 and 37.28 per cent.

Table 4.15
Gross Enrolment Ratio: 2005

District	Projected 6-14 year Popula- tion (No.)	Enrolment in Recog- nised Schools (No.)	Enrolment in Recog- nised Schools (per cent)	Out of School Children based on Enrolment in Recog- nised Schools (No.)	Enrolment in Un- Recog- nised Schools (No.)	Total Enrolment in Recognised and Unrecognised Schools	GER
Kapurthala	144300	83084	57.58	61216	46570	107786	74.70
Jalandhar	377647	202522	53.63	175125	49218	224343	59.41
Nawanshahr	110403	64480	58.40	45923	35424	81347	73.68
Ludhiana	594607	254097	42.73	340510	48417	388927	65.41
Muktsar	149723	88260	58.95	61463	37048	98511	65.80
Bathinda	228681	140179	61.30	88502	51512	140014	61.23
Patiala	356988	182471	51.11	174517	84930	259447	72.68
All Districts	1962349	1015093	51.73	947256	353119	1300375	66.27

The enrolment analysis presented above clearly indicates that a large number of children are enrolled in unrecognised schools across the districts of Punjab. If considered, the same will bring down the number of out-of-school children significantly. Simultaneously, the GER will also improve dramatically. Time has come we may not be able to ignore both unrecognised schools and enrolment in such schools any more.

Apparent Survival Rate

From one year enrolment data, it is not possible either to calculate retention or flow rates such as promotion, dropout and repetition rate. Alternatively, Apparent Survival Rate (ASR) in case of unrecognised schools is worked out which indirectly presents extent of dropouts from one grade to another (Table 4.16). This has been calculated and separately presented in case of the boys and girls enrolment. Enrolment in Grade II and subsequent Elementary grades in the year '2005' is divided by enrolment in Grade I in the same year '2005', and is multiplied by 100 to obtain Apparent Survival Rate in Elementary grades. Though a crude way, it presents vital information about the retaining capacity of the system.

About 67 out of 100 children in Grade I reach Grade V, compared to 53 reaching Grade VIII. This otherwise also reveals that about 33 and 47 children drop out before reaching Grade V and VIII respectively. A similar picture emerges both in case of boys and girls. States for which apparent survival rate, based on DISE 2004 data is available, reveals that the same is lower in a few states than the same in case of unrecognised schools of Punjab presented above.

Number of Repeaters

Number of repeaters and reasons of repetition presented in Table 4.19 reveal that a large number of children repeat Primary and Upper Primary grades. It is true for both recognised and unrecognised schools. As many as 5,000 and 3,149 children in unrecognised schools repeated Primary and Upper Primary grades, which is 1.99 and 3.08 per cent of the total enrolment in these classes. Corresponding figures for recognised schools are 62,231 (9.54 per cent) in Primary and 41,744 (11.50 per cent) in Upper Primary classes. The percentage of repeaters to total enrollment further reveals that the same is much lower in unrecognised schools than in recognised schools. The highest percentage (4.79 per cent) is observed in

unrecognised schools of Ludhiana district and the lowest (0.14 per cent) in Kapurthala district. On the other hand, recognised Primary schools in Muktsar district has got a high repetition rate of 18.17 per cent; it is lowest at 0.02 per cent in Nawanshahr district.

Table 4.16

Apparent Survival Rate in Unrecognised Schools of Punjab: 2005

District	Boys							
	I	II	III	IV	V	VI	VII	VIII
Bathinda	100.00	66.45	61.66	59.52	58.62	31.32	29.26	33.62
Jalandhar	100.00	70.32	66.62	62.39	61.86	56.26	54.78	60.16
Kapurthala	100.00	82.69	79.01	74.36	74.94	61.24	56.14	60.20
Ludhiana	100.00	79.25	73.96	73.69	74.86	62.63	61.78	64.12
Muktsar	100.00	75.15	68.70	68.03	77.19	38.39	39.92	43.11
Nawanshahr	100.00	74.79	72.69	67.66	67.53	53.43	52.52	62.44
Patiala	100.00	68.74	65.31	61.80	64.73	52.98	54.17	60.78
All Districts	100.00	72.49	68.30	65.44	66.96	49.73	48.77	53.92
Girls								
Bathinda	100.00	64.24	61.92	56.72	59.31	29.72	26.98	29.63
Jalandhar	100.00	70.64	65.05	61.39	62.40	53.90	52.37	55.25
Kapurthala	100.00	79.43	75.41	71.21	71.30	58.98	58.73	58.89
Ludhiana	100.00	81.87	76.98	77.25	77.84	61.94	60.61	63.30
Muktsar	100.00	73.34	73.05	71.12	82.63	39.29	38.97	42.75
Nawanshahr	100.00	81.03	76.66	73.69	70.60	55.41	56.38	63.56
Patiala	100.00	70.74	65.36	62.40	64.65	52.69	54.60	57.04
All Districts	100.00	72.93	68.85	65.72	67.72	49.23	48.90	51.71
Total								
Bathinda	100.00	65.59	61.76	58.42	58.89	30.69	28.36	32.05
Jalandhar	100.00	70.46	65.95	61.96	62.09	55.25	53.75	58.06
Kapurthala	100.00	81.35	77.53	73.07	73.44	60.31	57.21	59.66
Ludhiana	100.00	80.34	75.21	75.16	76.09	62.35	61.29	63.78
Muktsar	100.00	74.46	70.36	69.21	79.26	38.74	39.56	42.97
Nawanshahr	100.00	77.35	74.32	70.13	68.79	54.24	54.10	62.90
Patiala	100.00	69.52	65.33	62.04	64.70	52.87	54.34	59.31
All Districts	100.00	72.67	68.52	65.55	67.27	49.53	48.82	53.03

ENROLMENT BASED
INDICATORS

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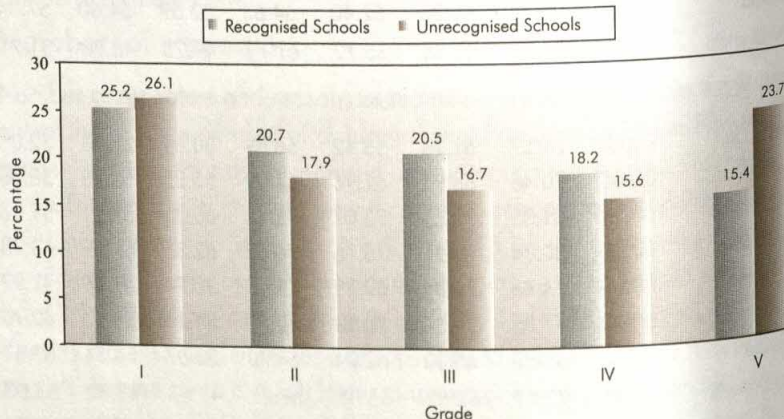
Table 4.17
Percentage of Repeaters to Total Enrolment in Recognised and Unrecognised Schools: 2005

District	Recognised Schools		Unrecognised Schools	
	Primary	Upper Primary	Primary	Upper Primary
Kapurthala	1.75	3.28	0.14	0.34
Jalandhar	7.22	13.22	3.66	5.00
Nawanshahr*	0.02	0.13	-	-
Ludhiana	8.90	15.44	4.79	7.22
Muktsar	18.17	10.93	2.56	3.28
Bathinda	13.61	12.21	1.83	2.68
Patiala	11.95	12.29	1.15	2.41
All Districts	9.54	11.50	1.99	3.08
No. of Repeaters	62231	41744	5000	3149

* Data not reported in case of the unrecognised schools.

The distribution of repeaters across Primary grades further reveals that Grade I has got the highest percentage of repeaters which is true for both recognised (25.17 per cent) and unrecognised (26.10 per cent) schools (Table 4.18). In case of unrecognised schools, repetition rate in Grade V (23.70 per cent) is also very high, compared to which the recognised

Fig. 4.5
Grade-Wise Percentage of Repetition: 2005

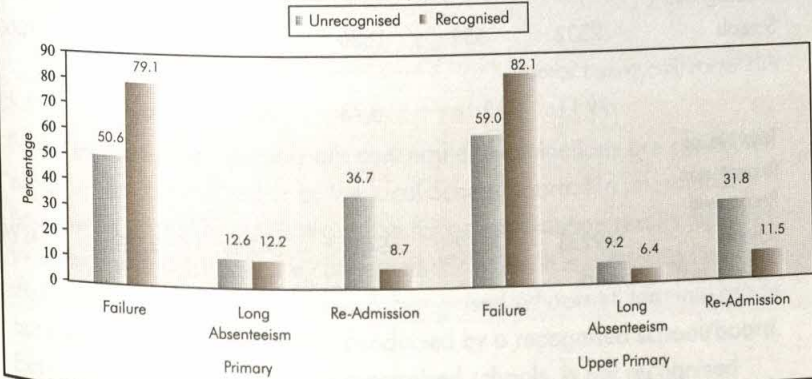


schools have a low repetition rate of 15.42 per cent. However, lowest repetition rate is observed in Grade IV (15.60 per cent) in case of unrecognised and Grade V (15.42 per cent) in case of recognised schools.

Reasons of Repetition

An attempt has also been made to analyse reasons of repetition both in the case of recognised and unrecognised schools (Table 4.19). In the recognised and the unrecognised schools, the majority of children repeat because of failure, despite no detention policy is being followed in Primary grades. However, the number of repeaters on account of failure is significantly lower in unrecognised schools than in recognised schools. Compared to 50.64 per cent repeaters due to failure in unrecognised schools, corresponding figure in recognised schools is as high as 79.11 per cent. Long absenteeism and re-admissions are other two reasons of repetition. As many as 12.64 per cent children repeated because of long absenteeism in unrecognised schools, compared to 12.16 per cent in re-cognised schools. Because of re-admissions, as many as 36.72 per cent children repeated Primary grades in unrecognised schools and a low of 8.73 per cent in recognised schools. Almost similar trend is observed in Upper Primary grades too. However, percentage of repetition on account of failure is even higher at this level than the same in case of Primary level. As many as 82.09 and 59.03 per cent children repeated Upper Primary grades because of failure respectively in recognised and unrecognised schools.

Fig. 4.6
Reasons of Repetition: 2005



Grade-Wise Percentage of Repeaters to Total Repeaters*: 2005

School	Grade					Total
	I	II	III	IV	V	
Recognised	25.17	20.74	20.48	18.20	15.42	100.00
Unrecognised	26.10	17.92	16.68	15.60	23.70	100.00

* All seven districts together.

Table 4.19

Reasons of Repetition in Unrecognised Schools: 2005

District	Primary Schools			Upper Primary Schools		
	Failure	Long Absen-teeism	Re-Admi-ssion	Failure	Long Absen-teeism	Re-Admi-ssion
Kapurthala	36.36	0.00	63.64	79.17	0.00	20.83
Jalandhar	38.42	28.27	33.31	59.44	25.55	15.02
Nawanshahr*	-	-	-	-	-	-
Ludhiana	35.83	5.16	59.01	41.56	2.99	55.44
Muktsar	74.07	7.31	18.62	65.03	7.69	27.27
Bathinda	81.37	8.58	10.05	81.31	3.46	15.22
Patiala	49.55	12.76	37.69	74.26	4.03	21.71
All Districts	50.64	12.64	36.72	59.03	9.21	31.76
Total No. of Repeaters in Unrecognised Schools	2532	632	1836	1859	290	1000
All Districts (Recognised Schools)	79.11	12.16	8.73	82.09	6.42	11.48
Total No. of Repeaters in Recognised Schools	49233	7567	5431	34268	2682	4794

* Data not reported.

Examination Results

As a proxy to learner's achievement, examination results in terminal Grades V and VII separately in case of boys and girls is presented in Table 4.20. The data reveals that majority of children in 2004 passed Grade V (9 out of 10 students) and VII (8 out of 10 students) across the seven districts of Punjab. This is true for recognised as well as unrecognised schools. However, percentage of children passing out with 60 per cent and above marks is much lower than the overall pass percentage. The percentage of girl's passing out with 60 and above marks is much higher than the boys' which is true for both Grade V and Grade VII. The results for unrecognised schools are quite similar to those of recognised schools in case of 25 States and UTs for which DISE 2004 data is available. However, percentage of children passing out with 60 per cent and above marks is higher in case of unrecognised schools. Studies conducted in DPEP districts also revealed that learner's achievement is high in private schools than those in government schools (see Box 4.2).

Learner's Achievement

The study did not collect any data on the levels of achievements and learning outcomes of the learners in unrecognised schools. However, with few exceptions, the achievement studies conducted under DPEP show that the achievement levels of learners from the private schools are generally higher than those from the government schools.

Excerpts from *Primary Education in Unrecognised Schools in Haryana: A Study of DPEP Districts*, Aggarwal, Y. P (2000) NIEPA, New Delhi.

Box 4.2

So far as recognised schools are concerned, examinations are conducted either by the school itself or by the local School Board. No information, however, is available in this regard so far as examination results reported by unrecognised schools are concerned. However, it is a common practice that children continue to enroll in unrecognised schools till terminal grade but they appear in examination conducted by a recognised school/board. Examination, if conducted by unrecognised schools, is not recognised

Table 4.20
Examination Results at the Terminal Grade: 2004
Unrecognised Schools

District	Class V				Class VII			
	Students		Passed with $\geq 60\%$		Students		Passed with $\geq 60\%$	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Bathinda	94.99	96.08	41.12	48.63	79.05	81.11	30.94	39.09
Jalandhar	97.14	97.94	46.84	51.69	81.64	83.92	29.84	32.09
Kapurthala	95.84	96.32	42.65	51.20	84.96	88.78	29.60	41.91
Ludhiana	97.17	97.15	51.35	59.04	87.69	91.88	42.58	50.82
Muktsar	76.62	75.89	38.17	43.98	85.35	86.37	32.19	41.82
Nawanshahr	98.38	98.76	42.08	55.18	80.31	85.84	32.55	47.61
Patiala	94.21	95.85	45.56	52.13	82.51	87.78	31.24	38.79
All Districts	93.13	93.80	44.09	51.58	83.18	87.17	32.76	41.72

elsewhere. This raises the issue of dual enrolment. Children in a terminal grade enrolled in an unrecognised school are also enrolled in a recognised school without which they cannot appear in examination conducted by a recognised school or board. They attend unrecognised schools all through the year, appear in examination conducted by recognised schools and if passed, transit to recognised schools for further studies. This is general perception which needs to be further probed and examined. This also raises a vital question why parents prefer unrecognised to recognised schools. They are ready to pay tuition and other fees provided that quality education is ensured or is it may be because of English as medium of instructions.

Enrolment indicators analysed above reveal that unrecognised schools differ from recognised schools in the following aspects:

- ◆ A large number of children are enrolled in unrecognised schools which is more than 37 per cent of total enrolment in recognized schools
- ◆ Against every three students enrolled in recognized schools, more than one is enrolled in unrecognised schools
- ◆ Share of unrecognised enrolment to total enrolment in recognized and unrecognised schools is as high as 26 per cent
- ◆ Percentage of boy's enrolment in unrecognised schools is a bit higher than the girl's enrolment
- ◆ Compared to a GPI in elementary enrolment of 0.88 in recognized schools, the same in unrecognised schools is low at 0.68
- ◆ For every 100 boys there are only 68 girls enrolled in unrecognised schools
- ◆ Percentage of enrolment in Grade I in total Primary enrolment is a bit higher for unrecognised schools than the recognised schools
- ◆ Average enrolment in unrecognised schools is higher than in recognized schools
- ◆ A good number of recognized and unrecognised schools have a strength of enrolment below 50 students

- ◆ Of the total SC enrolment, 9.25 per cent are enrolled in unrecognised and 90.75 per cent in recognized schools
- ◆ More than 37 per cent of total 947 thousand out-of-school children of 6-14 year are enrolled in unrecognised schools
- ◆ Against a GER of 51.73 per cent, the corresponding GER based on both recognized and unrecognised enrolment is 66.27 per cent
- ◆ A large number of children repeat Primary and Upper Primary grades both in recognized and unrecognised schools and majority of children repeat because of failure; and
- ◆ Percentage of children passing out terminal Grade V and VIII with 60 per cent and above marks is higher in unrecognised schools than in recognized schools.

Concluding Observations

The analysis presented above reveals beyond doubt that a large number of unrecognised schools function across the seven districts of Punjab. This may also be applicable to other ten districts of Punjab as well as most other parts of the country. Facility-wise most unrecognised schools are at par or even better than recognised schools. They have comfortable PTR, negligible number of single-teacher & single-classroom schools, high percentage of female teachers, better or same number of instructional days, better enrolment size etc. Unrecognised schools also have better essentialities like drinking water facility and common and girls' toilets in school. There is no reason why all such schools, if approached cannot get Government recognition. This leads to the moot question why these schools choose to remain unrecognised ones. Is it to avoid responsibilities or because of economic reasons they prefer to remain unrecognised. It is not mandatory to obtain permission from the local administration to open a school. It is rather strange to note that to open a grocery shop, some sort of permission/registration is needed but to open a school, no such permission is essential. Any one can open a school with or without permission. It is rather economical, without any responsibility and with little investment, a school can be opened. It may be because of medium of instructions, that parents prefer unrecognised schools to recognised schools; unrecognised schools, mostly in rural areas, are in great demand. It is just because of economics of demand and supply, that more and more unrecognised schools are being opened in every nook and corner of the country. Unrecognised schools are popularly known as English Medium schools. Perhaps one of the other most important reasons because of which unrecognised schools do not seek recognition is to avoid conditions laid by administration with reference to qualification, training and pay structure of teachers, curriculum, medium of instructions and textbooks. It is also equally important to find that why parents prefer private schools to government schools, and why enrolment is shifting from government to private schools; all this needs further probe and investigation.

The effort made by the SSA Punjab negates the general perception that data about unrecognised schools cannot be collected. However, collecting

information from all such schools annually is really challenging task. Field functionaries involved in DISE operations are of the view that there is a need to develop a separate Data Capture Format with bare minimum variables for unrecognised schools which is not a reasonable argument. Let there be the same set of Data Capture Formats for all schools i.e. recognised and unrecognised schools. Evidence suggests that even recognised private schools do not happily provide information. They generally suspect that information collected will be used in taking action against them. The unrecognised schools should therefore be given promise of anonymity which should be respected totally. Confidence-building measures over time will help in convincing unrecognised managements that overall objective of collecting information about their schools is for better planning, monitoring and implementation of elementary education programmes and not to punish them or to shut down their schools. So far, hardly any attempt has been made to convince unrecognised schools.

In view of a large number of unrecognised schools, it seems that Government list of Private Unaided schools is an incomplete one and hence, needs revision (Kingdon, undated and Dreze & Kingdon, 1998). It has also been observed that most of the states do not have efficient mechanism to update the list of unrecognised schools frequently. In many states, registration and recognition of private unaided schools is not mandatory. Therefore, officials have no way of knowing their numbers. The states should widely disseminate provisions for recognition and should make concerted efforts in recognizing all eligible unrecognised schools. Before that, it should obtain other relevant information from all such schools. To begin with, the list of all such schools at least in seven districts of Punjab is available in a ready to use form. Let states initiate special drives so that all unrecognised schools are registered. The Union Government should therefore encourage and guide States to initiate activities in this direction. It should have a clear-cut policy in this regard. Media – both print and electronic can play an important role in bringing unrecognised schools to recognised fold.

It is evident from enrolment statistics presented above that planning exercises based on enrolment data only from formal education system is

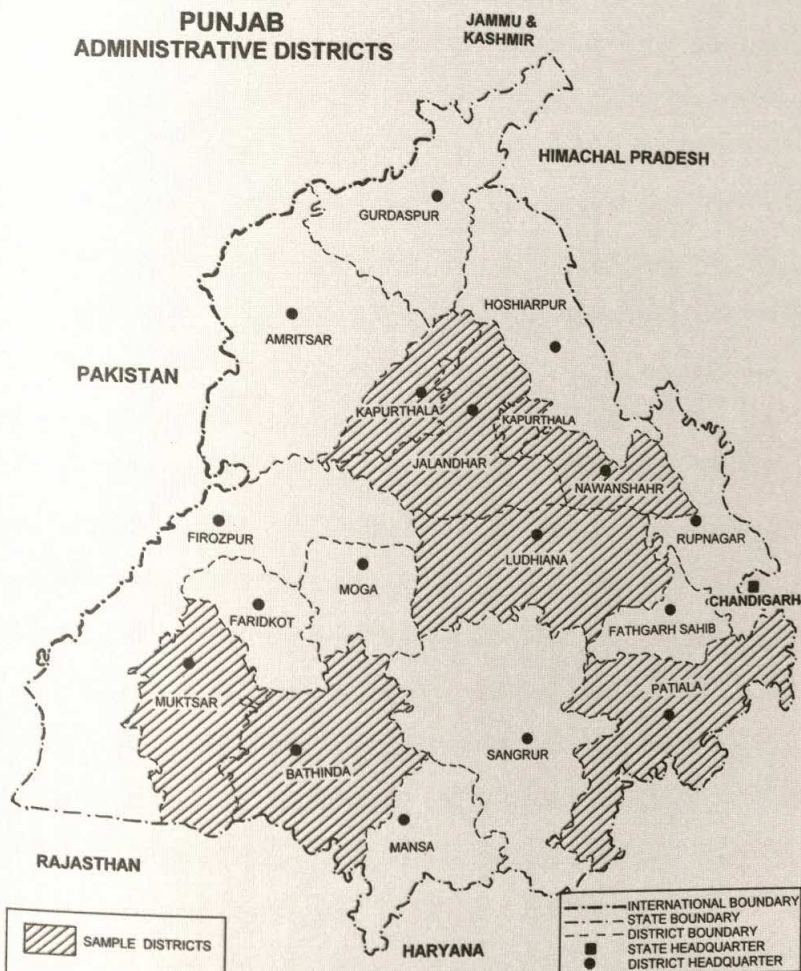
not adequate. Unless enrolment in unrecognised sector is considered, true picture of universal enrolment will never be known. The estimate of out-of-school children based on enrolment in recognised schools is gross over estimation of true number of out-of-school children. Of children treated out-of-school, a few of them may be enrolled in unrecognised schools. Planning to enroll all children out-of-formal education system will never succeed as many of them are already enrolled in unrecognised schools. Therefore, while developing elementary education plans, enrolment in recognised as well as unrecognised schools should be considered. There is no alternative but to consider and collect information from all schools imparting elementary education, including unrecognised ones. Some mechanism has to be developed to collect information from all unrecognised schools. Till such time, planning exercise in its present form will be of limited use and will be treated as incomplete one.

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Annexure

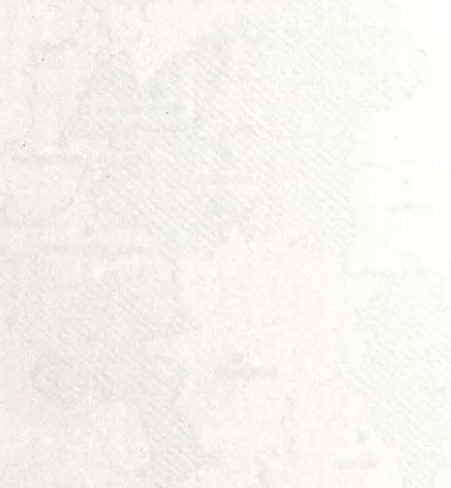
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